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ABSTRACT

The Interregional Seminar on the Training of Professional and Voluntary Youth Leaders was held in Holte, Denmark, from 7 to 22 October 1969. The purpose of the seminar was to review the current experience of both governmental and non-governmental services responsible for training youth leaders for various types of work. The seminar considered the training of professional and voluntary youth leaders under three main headings: (1) objectives of training for professional and voluntary leaders; (2) policies for training youth workers and improving their status; and (3) organization, content and methods of current training programs. The first part of the report discusses these three areas, and contains concluding comments. Part Two contains Background Papers, as follows: I. Summary of the Country Papers; II. The Training of Young People for Action in Community Development; III. Need for Constant Reappraisal and Research in Regard to the Training of Youth Leaders; IV. The Training of Professional and Voluntary Youth Leaders; V. The Training of Youth Leaders; and VI. International Youth Organizations and the Training of Professional and Voluntary Youth Leaders. An annex provides a list of participants. (DB)

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REPORT OF THE INTERREGIONAL SEMINAR ON THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS

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REPORT OF THE INTERREGIONAL SEMINAR ON THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS

ORGANIZED JOINTLY BY THE UNITED NATIONS, THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION AND THE GOVERNMENT OF DENMARK

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CONTENTS

Chapter — Page

Part One

REPORT OF THE SEMINAR

INTRODUCTION 2

I. PRINCIPLES AND OBJECTIVES OF THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS 6

II. POLICIES FOR THE TRAINING OF PROFESSIONAL YOUTH WORKERS AND VOLUNTARY YOUTH LEADERS AND FOR THE IMPROVEMENT OF THEIR STATUS 16

III. ORGANIZATION, CONTENT AND METHODS OF CURRENT TRAINING PROGRAMMES 24

IV. COMMENTS BY THE RAPPORTEUR 32

Part Two

BACKGROUND PAPERS

I. SUMMARY OF THE COUNTRY PAPERS
Sybil Francis 35

II. THE TRAINING OF YOUNG PEOPLE FOR ACTION IN COMMUNITY DEVELOPMENT
Willie Begert 52

III. NEED FOR CONSTANT REAPPRAISAL AND RESEARCH IN REGARD TO THE TRAINING OF YOUTH LEADERS
Adolfo Aristeguieto Grameko 65

IV. THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS
Division of Social Affairs, United Nations Secretariat 73

V. THE TRAINING OF YOUTH LEADERS
United Nations Educational, Scientific and Cultural Organization 86

VI. INTERNATIONAL YOUTH ORGANIZATIONS AND THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS
Social Development Division, United Nations Secretariat 108

Annex

LIST OF PARTICIPANTS 123

PART ONE

REPORT OF THE SEMINAR

INTRODUCTION

The Interregional Seminar on the Training of Professional and Voluntary Youth Leaders was held in Holte, Denmark, from 7 to 22 October 1969. It was organized by the United Nations and the United Nations Educational, Scientific and Cultural Organization (UNESCO) in co-operation with the Government of Denmark and was financed out of funds from the Danish Special Contribution to the United Nations Development Programme. There were twenty-six participants from countries in the developing areas; eighteen of these were nominated by Governments and eight were nominated by international youth organizations having consultative status with the Economic and Social Council and approved by their governments. The participants were senior officials in governmental service or professional and voluntary leaders of non-governmental organizations who bore direct responsibility for the planning, direction or administration of national training programmes for youth leaders. The participants attended the Seminar in their individual capacities as specialists in the field of youth work and not as representatives of Governments or organizations.

The co-directors were Dorte Bennedsen on behalf of the Government of Denmark, Peter Kuenstler on behalf of the United Nations, and Pierluigi Vagliani on behalf of UNESCO. The consultants were Sybil Francis, Staff Tutor in the School of Social Welfare at the University of the West Indies, Willie Begert, former United Nations expert in community development in the Cameroons, and Adolfo Aristeguieto Grameko, Director of Research for the Boy Scouts World Bureau. UNESCO made it possible for three "youth consultants", Archie Le Mone, Robert Berjonneau and Borut Miklavcic to attend. Miss Dorothea E. Woods served as Rapporteur of the Seminar.

Background and purpose of the Seminar

A major obstacle in the way of expanding youth work to meet the needs of youth and ensure their participation in the life of society is the shortage of qualified youth leaders. Adequate facilities for training professional and voluntary leaders are rarely provided for in existing national plans or long-range national youth policies. The Inter-Agency Meeting on Youth in 1967, therefore, decided to devote attention to training and leadership development as part of the action programme of the United Nations and agencies related to youth. At the Fifteenth Session of its General Conference in 1968, UNESCO stressed the importance of training for leadership in out-of-school education and in youth action for development. The United Nations Commission for Social Development, at its session in 1969, listed the training of youth leaders as an essential component of national youth policies and in September 1969, the Third Committee of the General Assembly discussed the Secretary-General's report on long-term policies and programmes for youth in national development, which also gave high priority to the training of professional and voluntary youth leaders.

The purpose of the Seminar was to review the current experience of both governmental and non-governmental services responsible for training youth leaders for various types of youth work. It sought to identify current trends and to indicate new directions for the future, giving particular attention to training for

participation in national development. It sought to draw conclusions which might aid in the development of national and international policies for extending and improving this aspect of youth work, and for setting standards for the training of professional and voluntary youth leaders.

Programme

The Seminar considered the training of professional and voluntary youth leaders under three main headings:

1. Objectives of training for professional and voluntary leaders
2. Policies for training youth workers and improving their status
3. Organization, content and methods of current training programmes

Opening session

The Seminar was officially opened on 7 October 1969 by Mr. Tue Rohrsted, member of the Danish Board of Technical Co-operation with Developing Countries, in the presence of members of the diplomatic corps and of Danish and international organizations. In his remarks, Mr. Rohrsted pointed out that youth was an important element in the development of nations. He then went on to describe the policy of the Government of Denmark as regards technical co-operation with developing countries. More than 50 per cent of the current appropriations were directed through international organizations rather than bilateral channels. Greater emphasis was placed on technical co-operation than on the flow of capital. Over 5,000 participants, largely from developing areas, had participated in seminars and training courses made possible through contributions to multilateral agencies.

Mr. Peter Kuenstler, co-director of the Seminar on behalf of the United Nations, read a message from the Secretary-General expressing the United Nations gratitude to the Danish authorities for enabling the Seminar to be held. He welcomed the observer from the Food and Agriculture Organization of the United Nations (FAO) and announced that the International Labour Organisation (ILO), the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) would also be represented.

Mr. Kuenstler said that the subject of the Seminar, the training of professional and voluntary youth leaders, was a key element in any youth policy. In the discussions currently taking place in the General Assembly on long-term policies and programmes for youth in national development, the training of youth leaders was being given priority along with the provision of employment, attention to the problems of rural youth, and improvement of the status of young women and girls. He stated that the Seminar faced a difficult task in exploring the objectives and content of training, for non-governmental organizations and governments had different goals and national situations varied widely. Nevertheless, in its exploration of the broad subject of the training of professional and voluntary youth leaders, the Seminar would no doubt find areas of agreement which could facilitate the work of policy makers in the developing countries.

Mr. Pierluigi Vagliani, co-director on behalf of UNESCO, expressed the gratitude of his Director-General for the opportunity to share responsibility for the Seminar. He stated that the world-wide crisis in education was forcing deep reflection on the role of education in the development of man. The old formulas were being contested through the rethinking of such basic questions as the type of society desired and the type of leaders capable of achieving that society. He thought that the Seminar should not attempt to preserve the old structures for training youth leaders but should try to analyse ways in which young people could renew education and society and spur action for development and the achievement of human rights.

Mrs. Dorte Bennedsen, co-director for the Government of Denmark, said that the shortage of qualified youth leaders was a problem in both developing and industrialized countries. She foresaw a profitable debate between participants from government service and those coming from non-governmental youth organizations. In Denmark, such debate was regarded as essential to the formulation and forward movement of national youth policy.

Method of work

The Seminar met in plenary session for general discussion of the three main items, which were introduced by officials of the United Nations or UNESCO. Further discussion of the objectives of training was held in plenary session, but three smaller groups met to probe into the content and method of current training programmes and questions relating to policies for training youth leaders and improving their status. These small groups reported their findings to the plenary session. The co-directors took turns acting as chairman of the plenary sessions and the small groups chose their own leaders.

The main headings of the programme were covered by working papers prepared by the Secretariats of UNESCO and the United Nations. In addition, there was a synthesis of the country reports, prepared by a consultant, and papers on more specialized points, namely training for action in community development and the relation between research and training, also prepared by consultants. After the general discussion of the three main items, the regular consultants and the youth consultants, together with the Rapporteur, prepared an agenda of outstanding points. A committee of participants and the co-directors reviewed those points and selected issues for further discussion.

The Rapporteur, in collaboration with the regular consultants and the youth consultants, prepared a set of draft conclusions. These were discussed by the participants on the last two days of the session and accepted as the conclusions of the Seminar, and they are contained in chapters I, II and III of the report.

In addition to the working papers, two talks were given, one by Mr. A. Baunsbak-Jensen, Director of the Youth and Adult Education Department of the Danish Ministry of Education, and the other by Mr. Ole Johanson on "Folk High Schools in Denmark."

A number of excursions and visits were arranged, enabling participants to see for themselves Danish youth movements and clubs, a folk high school and the International Rural Development College. There was an information session on the political, economic and social life of Denmark. At other evening meetings, participants presented films or slides on community development in Tobago and Cameroon, on work camps in Thailand, and on the setting in which youth work takes place in Senegal.

I. PRINCIPLES AND OBJECTIVES OF THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS

Seventy-five per cent of the world's young people between twelve and twenty-five years of age live in the developing areas. In most of the countries of the developing world, fewer than ten per cent of the young people participate in out-of-school activities for youth. The immensity of the task of providing such opportunities for them may be seen in the fact that the twelve-year plan of the Young World Food and Development Project of the Food and Agriculture Organization is not expected to do more than raise the percentage of organized rural youth from 2 per cent in 1968 to 8 per cent in 1980. The world crisis in education, and the movement to reshape education for the society of today and tomorrow, call for increasingly energetic action to develop youth programmes for the vast mass of uneducated youth.

Rapidly growing populations necessitate an increase in the number of well-trained youth leaders. Fundamental changes must be made in those concepts of youth work which have in the past led to "diversionary tactics" designed merely to keep youth busy. Contemporary youth leaders and programmes should address themselves to the basic human needs of young people, including the need for opportunities to reach new levels of social, educational and civic rights and responsibilities, and the need to see more in society than the benefits of material gain and well-being, even though it is important that youth should be provided with the necessities for a secure and stable life. While recognizing, therefore, that certain sectors of youth have specific needs in relation to health, housing, education and employment, care should be taken to prevent the placing of emphasis on one or more of these specific needs from becoming another diversionary tactic, avoiding a comprehensive approach to the claims of youth and their problems.

More youth leaders are needed at all levels of youth work, for example group leaders, project directors, the managers of youth institutes and animators at the field or local level; organizers, trainers or commissioners at the district or regional level; administrators, elected officers of voluntary organizations and civil service officers of governmental youth services at the national level. In addition, present happenings among youth call for a serious rethinking of the very idea of "youth leader" and "youth work". If young people are expected to be concerned with all aspects of economic and social development, their leaders should be equipped to participate in development, and whenever people within and outside the limited world of youth movements and institutions are capable of opening a dialogue with youth and helping to meet their needs, their services should be sought.

The training of professional and voluntary youth leaders should be based on a knowledge of the needs of youth and their aspirations. Where possible, research institutions and youth organizations and young people themselves should seek out more facts in order to facilitate planning. However, the lack of precise data on the nature and scope of problems should not be an excuse for inaction.

Because the young people of today are exposed to so many experiences, they are growing up more quickly both physically and intellectually and are being called upon to exercise more responsibility. When their emotional maturity lags behind other aspects of their growth, the youth movements, through group dynamics and through the action of the youth leader, can help them to understand themselves and their relations to others and so to achieve progressively that emotional maturity which will enable them to contribute to society. Adults, in their turn, must be able to understand themselves and the new ideas of youth, so that the integration of youth into society will come about through mutual understanding and combined effort rather than by being regarded as the responsibility of youth alone.

A. Youth and society

One of the outstanding felt needs of young people today is participation in the life of society, which in many ways affords them no opportunity to express themselves and to contribute to its growth and development. One of the greatest tests of youth work lies in its ability to facilitate this process of participation. Many young people are reluctant to enter society if they cannot agree with its principles; they have little sense of solidarity with a society of oppression, nor can they give wholehearted support to a society in which their idealism clashes with the realities of injustice.

The integration of youth into society today is even more difficult than in the past, for youth must find its role in a society that is on the move, where what is modern today becomes tradition tomorrow.

Nevertheless, young people are eager to advance into positions of social responsibility. Many refuse to cut down their expectations when they find themselves faced with realities; instead they are determined to find their way through society's barriers to justice. Training should help them to learn how to make themselves heard by those in power. Many young people insist that paternalistic leaders of society give them no responsibility; yet the emancipation of youth means the taking of responsibility, exercising personal initiative in group life, local initiative in community development and in the national sphere exercising the right to vote and hold public office. For other young people, the nature of responsibility is the issue at stake. Some are against authoritarian acts of the so-called "Establishment", but are attracted by positions of vested interest. Some confess, "we do not want responsibility without authority". The time factor in change is of interest to many young people. Some wish for immediate results; others make a long-range option, choosing not to intervene at the centres of power but to work with the powerless, in the belief that organizing the poor may eventually lead to their being a force in society. Some choose rapid direct political action while others choose the slower method of change through the education of the masses. Youth leaders should be trained to assist young people to gain access to social responsibility, to cope with authoritarianism, and to work for long-range as well as immediate goals.

Many young people in the developing areas want to know more about the society in which they are to take part. The unschooled young people with no jobs in sight and no hope for their future are tired of not understanding the forces which shape their lives. The educated young people, on the other hand, want to be informed about events behind the headlines. The training of youth leaders should be designed to help young people understand more about the workings of society.

Some of the essential elements of this study of society should be general ideas of population developments and their impact on youth problems and youth power, an awareness of the existing and potential rights and responsibilities of youth, a knowledge of national development plans and policies, an analysis of the limits of freedom and order, and an insight into the influence of scientific and technological advances.

General attitudes towards tradition and progress vary from country to country and from organization to organization. Nevertheless, training should be directed towards spreading a knowledge of cultural patterns, discovering what indigenous culture should be preserved and what traditional customs have merit. It should aim to give an understanding of the way in which society changes, the motivating forces and the disintegrating forces, and why the speed of change is often slow at profound levels of society.

If youth leaders are to persuade young people to accept new constructive values for the twentieth century, training should show the leaders how to permit young people to make a critical examination of spiritual teachings, nationalist assumptions, economic organization, educational policies, and the transplanting of foreign values to developing areas.

There is often a gap between the thinking of young people and that of the older generation. These differences may be found in the family, at school, at work and in society. It is important that the training of youth leaders should prepare them to find ways of establishing a constructive dialogue between young people and adults in order to build a new society.

The younger generation has sometimes been accused of criticizing society without having a clear goal for and vision of the future. The training of youth leaders should include some speculation about the future and some examination of perspectives for the years ahead. The Charter of the United Nations expresses a number of valid social goals including the protection of the dignity of the human person, the elimination of economic and social inequities, and the promotion of peace and world co-operation. The training of youth leaders should help young people to discover how to combat the selfishness of those who merely pretend to defend the poor, to work against those who would impose laws which demand responsibilities or punishment without any rights, to promote non-violent solutions to conflicts, and to bring about a balanced change in socio-economic structures.

The training of youth leaders should also point out ways in which youth organizations and youth movements are becoming more and more important to the forward movement of society. Within these small social units, young people can learn much about planning for social goals, deciding the outcome of difficult issues, and in general practising self-government.

In traditional thinking about leadership, emphasis has been placed on social stability. Youth leaders should of course emphasize the importance of appreciating what is good in the existing order and traditional ways. Many organizations believe that one of their major functions is to keep the divergent parts of society together. However, the main emphasis of the new spirit lies in seeing leadership as the initiator of change or even of temporary instability. If young people are to be a dynamic force in society, leadership training should concern itself with an analysis of the psychological as well as the social aspects of changing the status quo and of ways of organizing for change.

Youth leaders are therefore faced by contradictory demands. They must encourage and accept the natural desire of youth for innovation and change and at the same time they must recognize the value of starting with society where it is. That is, the needs of society may be classified as the need to maintain adequate social order as a climate necessary for healthy social change and evolution, the need to strengthen national solidarity and integration, and the need to develop the economic abilities of the society to provide more and better social welfare services for all citizens. In this context, training should enable youth leaders to learn how to assist young people to develop wholesome and constructively critical attitudes towards social values and goals, and at the same time an appreciation of the difficulties confronting governmental and non-governmental efforts to achieve national prosperity, and a readiness to accelerate national development and to participate in solving development problems.

If young people are to achieve their desire to be active defenders of human rights, the training of youth leaders must be concerned not only with ideals but with the skills of achieving racial integration or racial justice, not only with the obstacles but with the points of breakthrough in the emancipation of young women and girls, not only with convictions about religious tolerance but with practical solutions for the problems of prejudice, not only with abstract rights of youth to protest but with concrete projects for reshaping society.

In the developing areas, national freedom has often been the starting point for gaining the political power required to bring about the socio-economic change needed for development. Now training must aim to confront professional and voluntary leaders with ways of encouraging youth action as agents of development. A role must be found for thoseyoung people who act out of selfless service, for those inspired by national ideals, for those preparing for professions in development, and for those seeking to escape the security of unemployment. If it is true that the large-scale mobilization of youth for development has failed, youth leaders should receive some preparation for promoting nation-wide voluntary

efforts of larger sectors of youth in the practices of self-restraint, self-reliance, self-help and creativity. Such training should aim to deepen youth's understanding of the pace and timing of development, it should help to establish the infrastructure for development as well as promote projects and it should show how to organize inactive youth and encourage them to accept responsibilities. There is a need for youth to participate not only in the implementation of development plans but in determining the very aims of development, and training should be devised to make this decision-making process more effective.

Training for voluntary and professional youth leaders must aim at encouraging youth action in existing political systems: participating in community councils or committees for community development, promoting the education of voters and the development of a healthy political conscience and learning to let the government know what youth wants to say, that is, finding openings for influence. In some societies, however, young people will have to focus their attention on making radical structural changes before they are ready to accept responsibility in society; for, in many societies, there are no channels for communication between young people at the base of society and the leaders at the top, and there are few channels for dealing intelligently with sympathetic listeners in official circles.

In some countries, training in the political youth movements and even in the general youth movements can aim at innovations in political tactics. It can promote the formation of public opinion by campaigns, the influencing of politicians by pressure groups and demonstrations. The young person of today is faced with the necessity of making a choice between different methods of achieving social, economic and political ends. There is a wide range of choices, running from various forms of non-violent action to outright violence. There are also situations in which young people face the danger that even non-violent action may lead to situations of violence. Some participants in the seminar took the stand that the responsibility of the youth leader is to help youth to find a non-violent solution to all problems. All the participants thought that the responsibility of the youth leader was to help youth to see clearly the significance and possible effects of the means of action which they may choose.

A problem that faces many young people in developing countries is the lack of liberty in territories still under colonial domination. Training should inform youth leaders about the rights accorded to these territories by the Charter of the United Nations and should emphasize the right of the youth of these territories to form their own organizations.

As young people move from social service, via education and teaching projects and community development and organization, to social and political action, their role may become more and more controversial and open to accusations from those who wish to preserve the status quo. Likewise, as the traditional and "respectable" youth movements move from the safe ground of character-building and the production of citizens who will work within a given situation, to the insecure

ground of encouraging citizens to do their best to change a given situation, they will find it necessary to train leaders to help young people to accept the consequences of their action, for example, in some societies there may be public censure for the conscientious objector to war, the withdrawal of scholarships from those who demonstrate for peace, the loss of opportunities for job advancement for agitators for land reform, prison for civil disobedience for demonstrators for racial equality, even death for the freedom fighter against colonialism. In some situations, then, one objective of the training of youth leaders is to indicate ways of dealing with the oppression that is visited upon young people who take a stand for social justice.

Not to be forgotten is youth's initiation into the world community. The youth of developing countries who oppose war, who protest against foreign intervention in the affairs of their countries, who feel restricted by the fluctuations of world trade, already have a sense of world unity. That the force of the internationalism of world faiths and international political ideologies seems to be diminished by pleas for a meaningful national sovereignty and cultural identity should not hide the aspiration to world solidarity. The young people of the developing areas have an opportunity to change the structures, programmes and priorities of the world youth organizations; in future, they should explore the possibilities for participating in international democracy at the United Nations and Specialized agency level, either by using existing channels or by stretching the structures to cover youth action. The training of youth leaders should be strengthened to this end.

B. The evolution of education and its impact on youth and youth organizations

Much of the unrest among young people has been concerned with educational reform. Therefore, it is important to discover the relationship between these changes and youth leadership training. In doing so, it becomes clear that youth leadership is growing in importance as a profession. In some places, an analysis of the clamour for educational reform reveals that the demands of government and industry and of the academic world upon education are different from the demands of youth. Yet, in fact, both the needs of youth and the needs of society for an education that will promote national integrity and solidarity, national development and a world outlook, should coincide. Training for youth leaders should give consideration to the impact of formal education on youth and youth organizations.

The Universal Declaration of Human Rights proclaims that everyone has the right to education. However, even though education budgets in developing countries are high in relation to national income, needs - in some cases the needs of as many as 90 per cent of school age youth - cannot be met, because the educational infrastructure is inadequate. Where formal education is so inadequate, it is not surprising that youth work is considered less essential and is accorded a low priority in planning. This situation is not likely to change until there is more understanding of the ways in which youth work can provide young people with education. For example, where educational authorities may be considering the restructuring of primary education as terminal education, youth organizations should be considering what alternative forms of post-primary education they can

offer: evening classes, study groups in further education, courses connected with community development. Formal schooling does not always prepare youth for agricultural improvement or for existing employment. Accordingly, some youth movements should reorient their approach and should become organizers of clubs for agricultural improvement or for initiating small model farms or agricultural settlements. They should experiment with functional education for middle-level personnel such as health promoters, nutrition teachers and literacy teachers. If formal schooling is weak on vocational guidance, youth movements should multiply their efforts to spread information about the general employment situation and job openings.

Youth work interacts with the development of formal education in its choice of methods. Where school education is not democratic in form, the youth movements can offer opportunities for young people to learn to express their opinions. Where formal education stresses competition, the youth movements can promote the organization of co-operatives. Where formal education depends on rote learning or memory, the youth organizations can experiment with active methods of education, such as education through service projects or educational workshops. Where teachers in school remain impersonally aloof from their pupils, the out-of-school sector can stress warm personal relations between the youth worker and the young person.

If formal education fails to deal with the problems of liberty in the development of man in an intelligent fashion, the responsibility of youth leaders to awaken consciences, to develop a sense of security in the creation and transformation of the individual and the group, and to promote an understanding of where we are going in history is all the greater.

If formal education offers no provision for the physical education of young people, the organizations for youth and sport should offer sports with high standards of instruction. If formal education in developing areas tends to be designed for the upper classes and to stress intellectual disciplines unconnected with moral teachings, youth movements should continue to stress moral principles. Where formal education tends to lead to the development of a privileged class separated from the masses, youth movements can work against this trend, both by pressing for school reform and by taking educational and other action to show solidarity with the under-privileged. Where formal education in some of the new nations is weak in international perspectives, those youth organizations with international affiliations can emphasize international education, can lead the way to greater exchange and mutual discovery of cultural values, and can increase the national capacity to participate in international co-operation.

In the training of youth leaders, attention can also be drawn to the ways in which young people can influence educational reform. Not only can youth movements be organized as extra-curricular activities at schools, but some of the methods developed by the youth movements can be introduced into formal schooling. Youth groups and youth movements can endeavour to convince the national bodies concerned with education of the importance of introducing changes

to bring education up to date.

C. The education of the human being and the training of young people for production

In general, and for the younger age groups in particular, the training of youth leaders should focus attention on the education of the individual as well as on the incorporation of young people into the development process. Guide-lines for training related to the education of the individual may be arrived at by reflection on universal needs of the youth of yesterday, today and tomorrow. Leaders who have a deep understanding of themselves are more likely to be able to help young people to solve their own problems.

For work with the unorganized masses a new kind of leadership is needed. Priority should be given to work with unemployed early school leaders , and training should be devised to prepare youth leaders for such work. There are four possible aspects of such training. It should be directed towards changing attitudes about agricultural labour, about working for other people, about preferring foreign goods to indigenous goods of equal quality, and about the significance of handicrafts as creative artistry. Youth movements and institutions, both governmental and non-governmental, can add pre-vocational training, vocational training and the establishment of co-operatives to their activities. For this work, it is not technical instructors alone that are needed but youth leaders concerned with the total growth of the young person. It is vital to stress the importance of educating the whole person, not merely the economic producer.

Though it is tempting to yield to an attitude of despair, or to say that the creation of jobs for youth lies outside the scope of youth organizations and depends on national and world development, experiments with pilot projects for self-employment in cottage industries and marketing co-operatives, agricultural settlements and producers' co-operatives, and the expansion of careers in community development and youth work, are within the competence of the youth organizations. Some impact on the total situation can be made by the efforts of youth organizers to open up further possibilities for youth in industry and public service, first making sure that co-operation with the trade unions is secured. Thus, some attempt should be made to train youth leaders in job creation and placement.

In general, in spite of the efforts of non-governmental organizations and governments, not enough has been done to reach the youth outside the cities, and more attention must be given to reaching the unorganized masses or marginal youth through the mass media, through local authorities and their community development schemes, and through nation-wide youth movements. Leaders must therefore be trained to organize such work.

D. Other principles and objectives of importance in the training of youth leaders

The professional youth worker needs a sound educational background; he should be capable of disciplined thought and should have the elements of a liberal education. He also needs to keep abreast of current events and to be sensitive to the influence of society. Training courses for youth leaders, usually designed to impart specific skills or knowledge, should also contribute to their spiritual, physical, educational and cultural development and to their sense of the importance of their professional or voluntary contribution.

Although there is a common core of training for all youth work, differentiation may be necessary on the basis of the youth groups with whom the leaders are to work. Such differentiation may be according to age-groups, or according to whether the leader is to work with young men and boys, young women and girls, or mixed groups. Different training may be needed for work with high school pupils and university students and young professionals, work with young workers, including gainfully employed rural youth, and work with the out-of-school unemployed youth.

Different training may also be necessary for work within different structures connected with youth: spontaneous youth groups of friends or disciples, where the emphasis is on dialogue, youth organizations and movements with strong organizational imperatives, youth institutions with open membership, governmental youth services with programmes for economic and social development, and mass media used to inform vast populations and stir them to action.

The training of youth leaders may also be differentiated according to whether the structures for training are local, national or international; whether training is centred in specific premises or done by mobile teams working in the midst of young people; whether the programmes are highly structured with the direction coming from the top, or "happenings" where initiative bursts out at all levels. In any event, it is important to establish training structures which will not be quickly outdated.

Concepts of youth work related to youth welfare, education and community and social development all have their place in the general training of professional and voluntary youth leaders, and such training should aim to give a sound knowledge of these varied concepts and practices.

Youth leaders can gain from an exposure to the different styles of leadership, the autocratic, the paternalistic, the democratic and the laissez-faire, or at least from an evaluation of their strengths and weaknesses. It is also important to discover the strengths and limitations of various forms of youth work as regards the development and release of the inner springs of freedom which are so differently defined from generation to generation: adult-directed youth work with younger adolescents, the communal societies of voluntary service, group work derived from social work, and the more formal seminars of official organizations.

Planners of training courses for youth leaders are faced by two fundamentally different approaches to youth in society. The objective may be seen as one of educating youth for participation in tomorrow's society or as one of involving youth as partners in the public life of today. Each of these options has implications for the spirit in which a training programme is undertaken. Parallel with these options, there are choices to be made about the ways in which the training programmes themselves are to be organized. These choices lie between programmes which are centrally devised and imposed from above in an authoritarian manner, and decentralized programmes formulated by young people, from which they themselves often emerge as natural leaders.

II. POLICIES FOR THE TRAINING OF PROFESSIONAL YOUTH WORKERS AND VOLUNTARY YOUTH LEADERS AND FOR THE IMPROVEMENT OF THEIR STATUS

The great shortage of youth leaders gives rise to a need for some kind of policy to promote the rapid development of training. There are differences of opinion on the concepts which should govern the formulation of such a policy. Research into present requirements, estimates of expected needs over the next ten to thirty years, and the application of planning techniques should all be utilized in devising an over-all policy. However, some organizations prefer a more flexible approach so that their resources can be rapidly mobilized to meet emergency needs. Thus, a training policy should have both long-range goals and short-term objectives.

In countries where there is a national youth policy - over-all plans and a legal basis for providing education, training, employment, welfare, recreation, cultural activities and opportunities for participation in development for all young people - there should be no divergence between the national training policy and the national youth policy. A high-level decision should be taken to give priority to the training of youth leaders so that the standard of youth work can be raised and the youth policy carried out more effectively.

In countries where decisions on national priorities have not given rise to a governmental youth policy, or to a national office for planning for youth affairs, there should be a great measure of harmony between the national policy for the training of youth leaders and the youth component in more general governmental policies for political emancipation, the development of human resources, permanent education for all, and popular participation in social, economic and cultural development. Large numbers of young people are eager to contribute to development and their training to this end should add dynamism to governmental programmes and should reassure youth that co-operation in meeting the needs of society need not mean acceptance of a particular partisan political outlook on development.

A national policy for training youth leaders need not necessarily be a governmental youth policy. In some countries, it may be possible for non-governmental organizations to start at the local level to decide how co-ordination between local policies and programmes can come about and to work forward gradually to the measures and structures which would constitute a national policy. It should not be forgotten that much trial and error and experience is needed to develop a sound policy. Caution is needed to prevent youth policy from becoming a political instrument to be used against youth.

A national policy for training should prepare youth leaders to meet the needs of all young people, but special provision should be made for training for work with particular groups of youth: the highly involved, the interested, and the often forgotten masses. A comprehensive training policy should support professional youth leaders, youth leaders working up through the ranks of the youth organizations, and the leaders emerging from the spontaneous youth movements. Since the spontaneous youth leaders are sometimes regarded as suspect and difficult to manage, measures should be taken to maintain a dialogue with them and to protect them from undue harassment by the "Establishment".

National youth policies should set priorities regarding the groups of youth for whom trained leaders are needed. Student groups usually produce their own leaders. Large masses of youth live in rural areas and their needs are often the most acute, so work with rural youth should be given priority even though it may be easier to carry out work with urban youth because there are more resources and because of the attraction of the city for the youth worker. In some situations, rural youth drifting to the cities may prove to be the group that most urgently needs trained leadership. A youth policy should make provision for attracting trained people to such work. Priorities should also be established for types of training. Indeed, several countries emphasize the training of trainers, whose work can have the greatest multiplier effect.

A. Responsibility for the policy of training youth leaders

In countries where no single governmental service is responsible for youth work, steps may have to be taken to define and locate the central body which will exercise over-all responsibility for policy and co-ordination.

Thus, in countries where various governmental ministries and services encourage the training of youth leaders - agricultural extension, out-of-school education, youth welfare and so on - some measures for the co-ordination of efforts are advisable. For example, responsibility may be delegated to a special youth service; or a co-ordinating body, such as a national youth board, may be organized to plan and direct the training of leaders.

The magnitude of the task of preparing youth leaders is so great that governments must accept a role in the promotion of training. Where governmental youth organizations are strong, they may be expected to initiate training. In some countries, it is considered desirable for governments to leave most of the initiative to non-governmental organizations and to support their work with financial assistance, advisory services, material aid and places for meeting, but not to interfere with their basic educational work, except by way of assuring high standards of training. It is important that there should be regularity and impartiality in the flow of governmental assistance to youth work and that it should not be subject to favouritism changing with each new political appointment to posts in the ministries concerned with youth. On the community level, too, it is important for youth leaders to gain the support of local authorities and to make sure that the politicians clearly understand the aims and needs of those who are most closely in touch with young people.

In any event, so that the best use may be made of scarce resources, there should be close co-ordination between governmental youth services and non-governmental organizations in developing a policy for training youth leaders. This may be done by a joint commission, or through a governmental body on which non-governmental bodies are represented, or it may be done by having public authorities sit on a co-ordinating body of non-governmental organizations.

It is important that all youth organizations, including the political youth organizations, should join in discussing the policy for the training of youth leaders. Even though the widely divergent opinions of political youth groups make

co-operation no easy task, and even though political youth groups may wish to persuade those youth organizations without a political affiliation to adopt a particular line of thinking, their presence is needed. They often have a serious contribution to make to development; their viewpoints often sharpen youth's deep questioning about society; and their experience may be valuable to those politicians who are sympathetic to the need for a comprehensive national youth policy.

Where structures for co-ordination exist, efforts must be made to guarantee the best representation from all sectors of youth work and to create an atmosphere of dialogue so that government policy can be influenced by what young people are thinking. So far, few experiments have been made in including people under the age of twenty-five as true partners in formulating policy. Some co-ordinating bodies have recognized the importance of letting young people know about the essential aspects of training policies. In countries where experts and volunteers from abroad are playing an important role in building up the infrastructure of youth work, it is helpful to have international representation on co-ordination committees. In some situations, provision has been made to ensure the high quality of the training policy and its periodic evaluation by naming an advisory body of specialists, including individuals from various fields of education and social development. The role of representatives of youth and youth organizations in determining training policy should be increased.

A national policy for the training of youth leaders should not be an abstract formulation of what would be ideal for a country but should be based on the recognition that young people have an essential role to play in the development of the nation and on an assessment of the measures likely to be available in the light of that recognition.

A modern expanding society requires a new category of educator in the community: the youth leader. It is necessary to modify traditional concepts in such a way that the contemporary world will be able to accept and justly appreciate this new type of educator.

A national policy for the training of youth leaders may well set forth some desirable qualifications for those who are to be responsible for the training programmes: academic qualifications, the types of experience desirable, the physical or medical standards to be met. A corps of professional trainers can be built up from university graduates with experience in youth work or from people coming up through a strong network of local youth organizations or community development programmes, but it is also helpful to choose a third force of trainers from outside professions, such as doctors, teachers, trade union leaders or organizers of co-operatives.

Several national youth policies encourage the employment of full-time training officers, more frequently for action at national and regional levels than for action at the local level. Since local training must depend in great part on voluntary personnel, it is important that considerable thought should be given to the relationship between professionals and part-time or full-time voluntary workers and the subsequent impact on training programmes. It is important that the

professional governmental youth leader should work side by side with the volunteer in order to avoid becoming a functionary rather than an animator. It is also important that the volunteer serving on the board of a non-governmental organization should recognize the professional worker as an executive partner. It is important that both the professional youth administrator and the volunteer should recognize each other's roles in the decision-making process, in programme-planning and in counselling. In general, experience has shown the value of having some training courses for professionals alone, some for volunteers alone, and some for professionals and volunteers together.

To attract women leaders it may be necessary to provide special arrangements, such as maternity leave or day-care services for children.

To ensure that trainers do not get out of date or lose their enthusiasm, training policies should offer grants for observation tours, study leave and exchange with professionals in other fields, so that the trainers can remain in touch with the realities of the youth situation and keep abreast of the newest techniques of training.

B. Organizing a system for training youth leaders

Leaders cannot be created in a vacuum. A policy for the training of youth leaders should be based on the comprehensive needs of youth, supported and encouraged by effective and responsible youth organizations, and conceived outside rigid structures in order to be constantly adaptable to evolving needs. It should develop a strategy for the development of training institutions and facilities and for the co-ordination of this work.

If the academic status of youth leaders is to be recognized, there will have to be an increase in the number of courses in such well-established institutions as universities and their extra-mural departments, schools of social work, teacher-training institutions, youth leader training colleges, and the community development training centres.

A number of governments are setting up national training centres or training institutes for the advanced training of leaders. In spite of the danger that these centres may offer programmes that are too rigid, they are generally considered worthwhile because they can fill the gaps in training that are not filled by institutions within the formal educational system. They are important for the continuity of experimentation and for progressive training experiences. As residential centres, they can contribute to the sense of national solidarity among the youth leaders of a nation. For government personnel, they can promote a trend away from specialized training to polyvalent training, e.g. the sports leader can learn techniques of encouraging action in community development. By offering their facilities to non-governmental organizations, the national training centres can encourage training that is in line with national priorities.

The national youth councils should increase their responsibilities for the training of professional youth leaders for youth organizations. More mobile teams should be set up for generalized training or for training in special skills.

Encouragement should be given to the training policies of those non-governmental organizations that stress the importance of holding seminars run by young people, teach-ins by militant student leaders, pre-service training for work campers, and in-service training for voluntary service in institutions and community organizations.

The national policy for the training of youth leaders should make provision for courses for training people at different levels: the policy-makers and senior officers of governmental and non-governmental programmes, the technical people who will impart skills, the persons who run the local groups and centres,and the peer leaders who have gained their knowledge of youth through experience. Some separate courses are needed for each category of leader, but there must be provision for the transmission of knowledge from one set of leaders to another.

Training courses for youth leaders may vary greatly in length. Long-term programmes of basic training for professionals may last for three or four years; short-term courses for professional or voluntary leaders may last for a day, or a week-end or a week. Refresher courses, or "sandwich courses", are especially important for concentrating attention on special issues or for renewing skills and methods.

C. International dimensions of training policies

A national policy for the training of youth leaders can no longer escape having some international perspective. Government officials, national youth councils and leaders of non-governmental organizations should be aware of the assistance that is available from the United Nations and its related agencies such as UNICEF, the International Labour Organisation, the Food and Agriculture Organization, UNESCO and the World Health Organization, from the international non-governmental organizations, and from various bilateral sources, including governments and foundations. They should develop a policy for the most strategic use of such assistance and co-operation.

The value of this assistance is undeniable, but it should nevertheless be realized that it must be handled judiciously in order to relate to the needs and circumstances of the receiving countries. Imported assistance in training should not be conditional on the importation of foreign ideas which may be incompatible with local conditions.

In many countries, the whole approach to training has been imported, so that a thoroughgoing reappraisal becomes necessary after political independence when new priorities for social and economic development are established. Policy-makers do not reject imported training simply because it is imported but value the opportunity to compare their own experience with that of training which has developed abroad.

Bilateral and multilateral assistance should be directed, in large measure, to the establishment and strengthening of local training institutions and programmes. The feasibility of collaboration by the various United Nations

agencies in the establishment of multidisciplinary regional training centres, with special provisions for youth training, should be explored.

An increasing number of people from abroad are being incorporated into the corps of trainers. They include both experts and volunteers, many of whom are under thirty years of age. In some countries, their knowledge, technical skills and modern equipment and materials are accepted as positive elements in a society in rapid transition. Elsewhere, there is a fear that their contribution may be irrelevant because of the difficulties of cross-cultural transmission of content and method. Experts and volunteers should be selected for their knowledge, for their understanding of and respect for local cultures and circumstances, and for the particular function that they will be required to carry out. It is important that their contribution should correspond to real needs and that their methods should be in line with indigeneous thinking.

It has been found that in many instances personnel from abroad have a value to the country far beyond their technical knowledge. They have at times contributed to national solidarity and co-operation as well as to international understanding. Their presence has made it easier to keep in mind the world context of development problems and their solutions.

It is helpful for experts in youth work to have a short orientation to the country in which they serve. A strategy for the use of volunteers should call for careful selection, training in language, and where necessary further technical training in youth work. This training may be given in the country of origin or increasingly in the host country, where the training teams should be comprised largely of local personnel from the fields in which they will be working.

There is lively discussion about training abroad. Some organizations are adamant that all basic training must be offered in the developing country itself, but where there is no solid infrastructure for training this is not possible. In general, training policies should favor the selection of top leaders for training abroad so that the best use can be made of available resources. Persons selected for training abroad should be experienced and knowledgeable regarding needs and conditions in their own countries. They should be able to assess the suitability of ideas to be transplanted into developing areas. The selection should not be made so much in terms of the age of the leader as in terms of his knowledge and sensitivity. Care should be taken that the training offered in the economically developed countries is relevant to conditions in the trainee's home country.

D. Training policy and the content of training

A policy for the training of youth leaders should provide an analysis of the training needs of the country and proposals for meeting those needs.

More study should be given to the question of whether or not there can be a common core of training for youth leaders drawn from different but similar professions: the rural animator or agricultural extension agent, the community

worker, the teacher, the adult educator, the social worker, the social service administrator, the health educator, the home economist, the industrial trainer. Can they follow common general courses in administration, counselling and the organization and direction of programmes?

Policies should also include recommendations about the content of the orientation courses needed for other professional people capable of making a solid contribution to the training of youth leaders.

Without subjecting the youth leader to a "technical bath" at the expense of his personal growth, there should be some courses with a special emphasis, such as work with different groups of youth, skills for showing youth how to do what they want to do, or new methods such as audio-visual aids.

E. The status of the youth leader

In many developing areas, the status of the youth worker is none too enviable. Youth work is rarely seen as a regular profession. Salaries are low and leaders are required to work with too many young people over too wide an area. Much needs to be done if capable young people are to be attracted to this work, and if the increasing demand for youth leaders is to be met.

Youth leaders should enjoy freedom of association as set forth in the Universal Declaration of Human Rights. They should have the right to form organizations and to select their own officers and to determine and carry out their own programmes. In many countries, the status of the youth leader and the professional youth worker is enhanced by governmental recognition of the existence of youth associations.

A policy for training youth leaders should aim at encouraging better public understanding of the youth leader. Sometimes this will mean destroying the image of the youth worker as the mere organizer of free-time activities. Efforts should be made to show the public how the work of the youth leader is comparable in social value to that of the teacher or of the social worker and deserving of equal recognition. Putting the case for the youth leader may involve setting up exhibits on youth work, sending out press releases or radio and television broadcasts, and prompting leading officials to speak about the role of the youth leader in development. For the common man, it means showing what youth work can mean in the lives of his children. But the important task is, whether through a deepened sense of vocation or by public awards and honours, to let the public know what youth leaders are doing, why this work is valuable, and how it could be more valuable if more resources could be devoted to it.

The volunteer should not suffer undue hardship because of his contribution. He should be encouraged by public recognition and by further training. In developing countries, where many youth are unemployed, efforts should be made to offer opportunities for capable voluntary youth leaders, who desire to do so, to become paid workers who can earn their own living in youth work.

There is much argument about whether youth leadership should be a life-long profession or whether it should, by and large, be reserved for young people. The rotation of youth leaders after a period of years is one way of insuring the possibility of new approaches and more contemporary ideas, and of extending the field of youth work to a larger number of outstanding young people. In most countries, the spontaneous or elected leaders of youth and student organizations have no intention of doing full-time work in this field, although they often continue to offer voluntary service after finishing their professional education in other fields. In some countries, the elected and paid youth leader is not allowed to stay at the same level for more than three years. In others, young people work in youth leadership for a few years and then move on to other professions or governmental posts. Nevertheless, with the growing importance of out-of-school education, community development and youth welfare, more and more gifted young people are choosing youth leadership as a life-long profession.

The youth leader who wants to remain in the avant-garde of his profession can continue his self-education, but a training policy should provide further opportunities for study, perhaps a dialogue with sociologists and psychologists, perhaps a refresher course in up to date pedagogical methods, perhaps an observation tour abroad. Some youth policies make provision for cultural leave without pay; other policies make it possible for a number of youth leaders to take their leave at the same time in order to attend a course.

As yet there is little evidence that youth leaders in developing countries have formed themselves into professional associations to advance their cause, but in some countries, communication between youth leaders is enhanced by periodic meetings and in other places, youth leaders join the existing national associations of social workers. The importance of professional associations for youth leaders only is still an open question.

To improve the status of such youth leaders, and to prevent the exodus of capable people from this field, a policy for the training and advancement of youth leaders should eventually provide for some codification of the legal standards required for the educators, group worker, counsellors, civil servants and inspectors in this field. Both the governmental and the non-governmental organizations should work for improved personnel policies, better selection procedures, equitable salary scales, suitable working conditions, adequate social security and allowances, and a sensible policy of promotion which does not turn an excellent animator into a mediocre administrator. Better facilities and better transport should not be overlooked.

The seminar discussed the usefulness of an international charter on the status of youth workers, comparable to that prepared for teachers by UNESCO and the International Labour Organisation. Some international youth organizations and some officers of governmental youth services said that they would welcome an international standard of that nature. Preliminary work on such a charter should be done by national youth organizations and then taken up by international youth organizations at appropriate meetings.

III. ORGANIZATION, CONTENT AND METHODS OF CURRENT TRAINING PROGRAMMES

The content and method of youth leadership training are determining factors in the implementation of the policies and objectives of youth programmes, to which they must be directly related. Training must also be related to the tasks and responsibilities which the youth leaders at various levels, both professional and voluntary, will be required to undertake, to the resources which will be available, and to the milieu within which they will work. These factors will largely determine the content of the training programme and the emphasis given to the various facets of it.

The aim of youth leadership training at all levels should be to contribute to the development of an 'integrated' person with an understanding of himself as an individual and as a part of his society. The trainee should be helped to acquire an understanding, at an appropriate level, of human beings - particularly the age group with which he will work - and of the society, and of their mutual interaction, and also of the special skills required in the performance of his work.

Training must be viewed as a continuous and progressive process throughout the career of the youth worker and throughout the time of service of the voluntary leader.

There are various approaches to the training of youth leaders. In some instances, youth workers are integrated into the general social welfare services of the country, and they receive their basic training in social work courses at universities or schools of social work. In others, youth leadership is identified with education and youth leaders are trained in teacher training colleges. Or youth work may be regarded as a separate and distinct field within the stream of permanent education, and youth leaders may be trained in their own institutions or training programmes. In other cases, the training of youth leaders constitutes a specific approach which cannot be identified with either of the preceding systems of training. More and more, it is clear that youth work has claims to be treated as a separate profession.

New revolutionary concepts of the dimensions of youth work, with emphasis on the involvement of youth in society and opportunities for youth to participate at all levels in national development programmes, are likely to require substantial changes in traditional approaches to youth leadership training in most countries. For example, an increasing emphasis is being placed, in many countries, on broad leadership training for large numbers by direct participation in service programmes, such as work camps.

The existing youth programmes in most developing countries, which provide the focus for training, are directed mainly to out-of-school youth, and are designed to supplement deficiencies in basic and vocational education, to develop leadership potentials in the young people themselves, and to involve youth in programmes of development. However, the awareness that these programmes

do not reach the large masses of 'unattached' youth, and the search for new approaches to these youth, may result in the need for a radical revision of existing training programmes to provide for a different type of leadership for a different kind of programme.

Recognition of the 'preventive' value of work with the younger adolescents, and the importance of the family for this age group, may also require changes in content and emphasis for youth leaders in this age group.

A. Content and approaches

All training courses should aim to give youth leaders the knowledge and the capacity to understand the rights and responsibilities of youth and the ability to communicate with youth in order to motivate them and in turn to be motivated to serve the aspirations of youth loyally in order to assist them to reach creative goals for society.

The content of a training course should expose the youth worker and the youth leader thoroughly to the many dimensions of youth dynamics in society. They should understand such matters as the psychology of adolescents, trends and tendencies in the sociology of youth, the economic and political environment in which they live, both local and national, and youth "sub-cultures". All these topics are needed in a good training programme, whether that programme is governmental or non-governmental. The most acute needs of youth, whether identified by studies or by direct experience, give a basic direction to contemporary training. Training programmes should also be directly connected with the needs of the community, and they should be in line with national training policies. There may be some circumstances in which youth's own choice of training may be in contrast to the main thrust of youth policies.

The establishment of priorities is the best approach towards structuring the content of any course for the training of youth leaders. These priorities or needs, whether they are felt needs or others, have to be, in the main, proposals that come from youth themselves. In other words, the needs of youth in general set the content, the tone, and the method and approach of training programmes for leaders. Moreover, it is mandatory that young people should participate in the formulation of priorities at each and every level and that efforts should be made to develop the structures that will make this possible.

The variety of youth leaders and the functions they occupy in many different kinds of youth organization require not only general training in administration, organization and methodology but also specialized courses for work with different groups of youth such as young industrial workers, apprentices or rural youth. Much of this can be done through short-term in-service training programmes designed to take full account of the particular needs of the organizations concerned and the particular duties of the youth leader.

Training courses or programmes for youth leaders should also reflect

interdisciplinary approaches for working with youth. Important parts of a well-developed training programme for youth leaders are contributions from scientific and medical personnel, psychological concepts and practices, sociology and education, political and economic philosophy, and management techniques. Knowledge of the techniques of out-of-school education and in particular the concept of life-long education are essential ingredients of the training. Training courses can often be strengthened by collaboration with other organizations, such as those for workers or farmers.

In the complex process of training personnel for creative and productive work with youth representing all levels, from rural to urban, from organized to "unattached", the limitations of the lecture method need to be understood. If lectures are seldom desirable, what then are, the best ways of imparting the content of training courses? In the final analysis, experimental approaches are necessary. Utilization of audio-visual material, cultural "montages", forums, discussion groups, demonstrations, team-work, work sessions with trainees and young people who are only a few years older, learning-by-doing, and practical service are all possible techniques with which to experiment. Closer attention should be paid to these approaches, in order to find the best combination between subject, approach and instructor. Further thinking is needed to develop even newer methods.

Whatever method is used, consideration should be given to the available material and human resources. For field work, it is often difficult to find capable supervisors. In some in-service training, there is also the danger that trainees will be considered as "free labour" fit for any menial task. Nevertheless, in spite of the risks, new methods must be attempted.

It is absolutely necessary for youth leaders, youth workers and administrators to be aware of the over-all national and world situation and its impact on youth. Youth the world over are demanding answers to questions that are seldom raised in "official" circles. These answers must be valid; they must be real or youth, en masse, will reject them.

Some training for youth leadership in developing countries takes vocational training as a starting point, but training in vocational skills is not complete without a social education component. Training programmes for youth leaders and youth workers who will be involved with young workers and unattached youth should include courses to prepare youth for active participation in social institutions such as trade unions or co-operatives, to promote understanding of the economy and labour relations, and to train youth for subsequent participation in industrial and rural development.

The youth situation not only demands immediate and creative approaches, but the younger generation also requires systematic efforts in terms of organization - organization in the sense of reaching out programmatically to the places where young people are. Sports, for example, can play an important role in reaching the masses of youth, be they rural, urban, unattached, in or out of school. Sports, too, can serve as a part of youth leadership training. Youth leader trainees can, and, in a sense, must be persons readily open to learning about programmes related to athletics, for athletics often serve as a good means whereby to approach youth

wherever they are to be found. This is especially true in the rural areas, where youth find themselves to a noticeable degree in isolation and somewhat unorganized as a result of their scattered living locations. Physical activities can develop habits of healthy living, team spirit, fair play and mutual understanding and can serve as a means of identifying natural leaders of group activities, provided they are not paternalistically conceived. Sports programmes can, in addition to the already mentioned features, serve to fill the void of inactivity often found in rural areas. In urban youth circles which lack direction and purpose, sports can also weld these groups into units with a deeper sense of social responsibility for developing an intelligent use of leisure time. In this field, youth leaders should develop the concept of sport for all and through its implementation contribute to the democratization of sport.

For out-of-school youth in rural areas, agricultural extension courses, co-operatives and community development should be included in training programmes. Four types of leaders dealing with youth and youth training courses can co-operate in the establishment of such programmes : policy makers, technical leaders, district leaders, and local leaders such as teachers and young people themselves. These four types of personnel should co-ordinate their responsibilities in such a fashion as to produce the best possible courses for rural out-of-school youth.

In general, youth in marginal income brackets, both in rural and urban areas, are preoccupied with questions of vocational training and job placement. In addition to governmental efforts, non-governmental organizations should study ways of training youth leaders to contribute to the solution of the problems of unemployed youth.

B. Categories and levels of training

Categories and levels of training are closely linked to content and approaches. General courses and programmes must have a broad base in order to prepare leaders to reach the largest possible number of youth. The more comprehensive the training course, the better. However, it is equally important for such courses to maintain a degree of flexibility. The content of the course should also contain special elements to prepare the trainee to meet the more specific demands and needs of particular groups.

In terms of leadership categories, training courses should be designed both for the professional youth leader and for the volunteer at all levels. It has been recommended that training courses should be organized to fit in with the time-schedule of the personnel in question. Long-term courses have value in that they can, because of the length of time involved, cover more ground, especially where questions concerning economics and politics and the organization of society are brought into the picture.

Long-term courses also afford another advantage. They can serve as a means of providing a system of selecting the best possible youth leaders by letting administrators see how the trainees respond to training over an extended period of time. The natural abilities of the trainee should be developed during such periods of training.

Courses which alternate formal sessions with practical sessions are more easily adaptable to the complex issues involved in youth leadership and training. The distinct advantage of such courses in training programmes is that they can be either long or short-term in duration.

In order to ensure up to-the-minute approaches, it is imperative for those persons already working in the field to be exposed to programmes of continuing education. This is particularly true in areas that are changing rapidly. Periodic and intensive refresher courses, short-term seminars, consultations and even correspondence courses should be established.

Short-term courses for a day, a few days or a week-end are valuable for bringing unusual groups of people together: youth who will not give long periods of their time, busy specialists who wish to probe into a single aspect of youth's needs, leaders from related fields who have never compared their experiences. Short courses may also be well adapted to serve as introductory courses for particular skills for the uninitiated: cinematography, dramatic techniques, sensitivity training and other active methods. Often the short-term course which is issue-oriented serves to bring together scattered youth, who can then work out a combined strategy, for example for peace demonstrations, racial justice or community development. Finally, short-term courses enable youth leaders to have a brief exchange among equals, and to assess and evaluate the programmes being carried out. This element of strength gained from sharing experiences should not be underrated.

Nor should in-service training be forgotten. Often the best youth leader is the one who has had experience in local work, who has chosen to give time to a voluntary organization and who has added to his natural abilities by the process of learning by doing.

C. Utilization of training resources

Many of the problems which must be faced in the implementation of training programmes in the developing countries arise from a lack of finances, and training must be approached with this limiting factor in view.

The majority of developing countries suffer from a paucity both of physical resources and of personnel for the training of youth leaders. Where there is no network of training institutions, the possibility of combining two or more different approaches, such as correspondence courses, teams of travelling instructors, evening classes and short-term courses, should be investigated.

Because of the high cost of establishing and maintaining adequate training centres, the most careful thought and planning should be given to the design of future programmes and to the establishment of new institutions. Consideration should be given to the practicability and merits of setting up national or regional training institutions on a multidisciplinary basis, or incorporating them, where possible, into existing institutions, e.g. universities or training colleges.

For the maximum utilization of all resources, it is important that there should be joint planning and co-ordination of training programmes at various levels, as for example between ministries and government departments, between governmental and non-governmental agencies, and between the various non-governmental youth agencies.

A representative co-ordinating committee for training, at the national level, could assume various responsibilities, including joint planning and policy-making to give a national focus and direction to training programmes, periodic meetings and seminars at different levels and for different purposes, the production of films, filmstrips and other audio-visual aids, and training material.

The various channels of education and training should be fully exploited. For example, more imaginative and productive use should be made, in the interest of youth training,of whatever channels of mass communication exist in a country - radio, television, the youth press, magazines, or more elementary media. It is important for youth themselves to be the creators training their peers. For example, in some countries, radio forums for the discussion by youth of current problems, or theatre clubs of young people who dramatize social issues, have proved effective.

Various techniques of training, providing for maximum use of training personnel, should be explored. It is often regarded as desirable to provide training for youth leaders in their own local environment, through the use of mobile training teams.

Training programmes for youth leaders and youth workers should be supplied with adequate and up-to-date study materials prepared specifically for youth of various categories and based on the problems faced by them. The youth organizations should be consulted or should participate in the drafting of material by universities, governmental bodies or international agencies.

The lack of indigenous training material is a problem common to most developing countries. Imported material, usually prepared for a very different situation, requires considerable adaptation, and is seldom wholly satisfactory. The question of who should prepare this material is a difficult one. Universities and training institutions could undertake the task, but where they do not exist it is unlikely that youth workers in the field, preoccupied with programmes and projects, will have the time, or in many instances the ability, to prepare the material. The possibility of multilateral or bilateral help in the training of selected persons to prepare training materials for the developing countries should be pursued.

The selection of persons for training as youth workers and youth leaders is an important factor in the maximum utilization of training resources. The motivation of the person should be a determining factor - as far as this can be ascertained. Successful experience as a voluntary worker is a valuable criterion. Educational level and health are obvious factors to be taken into consideration.

In determining priorities in the selection of personnel for higher levels of training, special consideration should be given to those persons who could have the greatest multiplier effect.

Training programmes that are designed for youth leaders, but which have more general interest, can sometimes be applied to the training of persons in other fields. In at least one country, a voluntary youth organization is paid by an industrial firm to carry out a programme of leadership training for its employees. Apart from the financial considerations, the public relations value of this is worth nothing.

D. Evaluation

All youth organizations carry out some kind of informal evaluation in the course of their training. However, the concept of a systematic evaluation of youth training programmes is relatively new, and is undoubtedly difficult to implement. Despite one difficulty, however, it is important that the content and methods of training programmes should be objectively evaluated in order to ensure their continued relevance and effectiveness.

Some organizations appear to be reluctant to undertake such systematic evaluation. Training programmes are often rigidly structured and rarely assessed, and in other instances changes are effected in programmes for reasons other than considerations of effectiveness.

A periodic review of the work and activities of trainees in the field is in all cases indispensable to the training process, and should serve as a tool in the constant review of courses and in the development of co-operation between former trainees and between them and the training institution.

Evaluation should be conducted primarily from a qualitative rather than a quantitative standpoint, and should be carried out at different levels within the framework of the organization or service concerned or by collaboration between the organization or service and the training institution, or by a neutral agency or individual not directly involved in the training programme.

Various methods and approaches can be utilized in evaluation. Important prerequisities are a clear definition of objectives, systematic recording, and adequate supervision. Field trips for on-the-spot evaluation by trainers, progress reports by trainees who have had specialized training, and the use of questionnaires to elicit the opinions of the trainees are useful tools.

In a community development setting, the degree of acceptance by the community of innovations, new forms of social and economic organization, and new values introduced by the trainee are an effective index of the value of the training received by the worker.

Often in developing countries, however, basic information is lacking as

regards styles of leadership in the community, forms of youth organization, and the needs and aspirations of youth. Universities, schools of social work, and government research units should be urged to undertake research into these and other matters of importance in training youth leaders. The results of this research and other relevant social statistics should be interpreted in terms which are understandable by the layman, and should be made available to individuals and organizations in the field.

Ways and means by which the youth themselves could participate in the evaluation of youth leadership training programmes should be explored. For example, a personal log-book of training, with a record of each training course attended by the youth leader, has been found useful as an indicator of gaps in the individual's training, and also for evaluating the results of the training.

IV. COMMENTS BY THE RAPPORTEUR

It is difficult to measure the progress achieved by the seminar. Since it differed in scope from previous international meetings on training, it could not help but break new ground. An earlier seminar of the United Nations dealt only with training for youth welfare; the earlier regional seminars of UNESCO had been concerned with the methods and techniques of training youth leaders, not with policies; the meeting of the Council of Europe covered a more restricted geographical area and dealt primarily with training problems in industrialized areas.

Certainly the seminar was sensitive to the mood of today's young people and the political and ethical, as well as social, dilemmas that they face in bringing about the social changes which are needed in the development process. The participants did not attempt to evade these questions by having recourse to discussion on the technical aspects of training but dealt honestly with such issues as the rift between the generations, the difficulty of creating channels for youth power, and the hard decision between non-violent and violent means of deliverance from injustice.

If the measure of progress lies in the formulation of a clear-sighted view of how to find and prepare enough youth leaders to bring all young people into constructive roles in their national development, then perhaps the seminar was too theoretical. It did take a strong stand in favour of youth work which deals with the basic necessities of life rather than with recreation - in fact it may have swung too far away from a leisure-centred programme. But the desperate lack of infrastructure for out-of-school education, agricultural development, preparation for employment, and youth welfare is in part due to the shortage of competent leaders. There were few innovations as regards plans for finding or preparing youth leaders who could create self-perpetuating movements for social development, even though there may have been a greater readiness to accept that programmes of youth and youth leadership training should be committed to the aims of development.

A significant feature of the seminar was the opportunity for experienced people from governmental youth services and non-governmental organizations to hear each other's views. Relations between governments and voluntary organizations in the developing countries ran the gamut from tension and strain to unfamiliarity with each other's work to genuine partnership in meeting the needs of youth. Given the attitude of today's young people towards the "Establishment", it was important to note that the spirit of progress was not all in the voluntary sector and that attachment to tradition was not all in the governmental sector.

Certainly, this was the first time that a United Nations meeting had tried to work out the role and substance of a training policy within a national youth policy. Even though the General Assembly was in the same month discussing the value of long-term policies and programmes for youth, such co-ordinated approaches to meeting the needs and aspirations of youth were not yet in existence in all twenty-six countries. Therefore, the meeting had to go back to the first

definition of a desirable youth policy. Where governmental policies for the training of youth leaders do not exist, at least the non-governmental organizations can co-ordinate their efforts. It was clear that in most developing areas, the full potentiality of the university, the school of social work, and the teacher training college were not being utilized for professional training for youth work in the same way as the governmental and non-governmental national training centres for youth leaders.

As for international responsibility for training, a clearer picture emerged of the training facilities of the international youth organizations and of the assistance available from the intergovernmental agencies. A few organizations and individuals felt committed to work for an international charter on the status of the youth worker.

Contact with Danish youth work and youth workers brought the revelations of contrast and comparison. The trainer from developing areas where the unemployment of adolescents reaches tragic proportions, was open-eyed with wonder at a small country which has no unemployment but must import 70,000 migrant workers from abroad. Hope could grow from the knowledge that a hundred years ago Denmark had few riches except the land and the sea and its human resources, and the folk high schools as a new form of youth education had played a notable role in the development into an affluent society. The seminar itself was a reminder that young Danes believe that the youth of one country have a responsibility to help the youth of another country to frame training policies and to build up training programmes.

PART TWO

BACKGROUND PAPERS

I. SUMMARY OF THE COUNTRY PAPERS

Sybil Francis

Introduction

In recent years, for a variety of reasons, attention both at national and international levels has increasingly been focussed on the youth of the world. Young people under the age of twenty-five now constitute approximately 54 per cent of the world's population. The group between the ages of twelve and twenty-five comprised, in 1965, some 500 million young people, 75 per cent of whom lived in the developing countries of the world. The numerical importance of this age group, both in relative and absolute terms (the youth of Asia alone are approximately double the population of the United States of America), their increasing influence on world thought and opinion, and the vigorous and often explosive character of the new, worldwide youth "movement", have highlighted youth as a major social and political problem, an important component of national development, both as agent and beneficiary, and as a generation which must be trained and educated for the responsibilities which it will shortly have to assume - or is in some instances already assuming.

It has been found that a major obstacle to the development of youth work to meet the needs of young people, and to enable them to participate meaningfully in the life of the society, has been a shortage of qualified youth leaders. To review the current experience of both governmental and non-governmental services responsible for the training of youth leaders, and to seek to identify current trends and new directions for the future, participants in the interregional seminar on the training of professional and voluntary youth leaders prepared country reports. This paper is a synthesis of nineteen of these country reports, which were designed to give an account of the objectives of training for professional and voluntary leaders, the organization, content, and methods of current training programmes, and the policies for training youth workers and improving their status.

The findings are, however, limited by the fact that some of the reports were confined to a description of one programme only, and did not reflect the over-all situation in the country.

Dimensions of the problem

The term "youth" covers a wide age range - between twelve and twenty-five - and the needs of young people, and the services they require, will obviously vary within this range. At the lower age levels, the young person's needs will normally be in terms of health, welfare, protection and preparation for adult life, and they should largely be an integral part of over-all education, health, family, and child welfare services. Out-of-school programmes are, however, usually required to supplement deficiencies in family life and/or in educational opportunities.

Services for the older age group, which in the developing countries is likely to be from fifteen to twenty-five, will be more concerned with preparation for adulthood and working life, including vocational training and the provision of a job, leisure-time activities, and direct participation in national development. Many of these young people may already have assumed adult responsibilities in regard to work and family. No firm distinction can be made, however, as in the developing countries many young people either do not attend school at all, or would already have left school by the age of twelve. There are, moreover, further possible distinctions between the needs of youth in different economic groups, and between urban and rural youth.

The training of youth leaders must also be examined against the dynamic background of young people in today's world - including their needs and changing aspirations, the new roles of youth organization in over-all national development, and the resources which are available within each country.

Throughout the world, young people form a focal point for many of the pressures and influences of contemporary society. They are deeply affected by the growing size and complexity of industrial and governmental organization, by changes in habits of work made inevitable by developing technologies, and by increasing friction between the relative wealth of some and the continuing poverty of the many. Special problems are posed by the emergence of new nationalisms, the expectations which they engender, and the changes which they demand in relationships between groupings of people.1/

At the same time, the numerical superiority of youth in the world today carries with it important and far-reaching implications. A recent United Nations report on long-term policies and programmes for youth in national development examines these implications, and underlines the fact that "it is certain that the youth of the world will begin to predominate in world affairs. World opinion is going to become increasingly the opinion of the world's youth, and the generation conflict will assume proportions not previously imagined. Prestige and status are already shifting rapidly from age to youth and the roles of young people and their elders in the families are changing".2/

The increasing importance of youth is further influenced by a universality of thought and action among the young people of the world. The report comments on the quest of youth for a universal identity, and on the existence of a "youth culture" in the modern world, fostered by the influence of mass communication and sentiments of solidarity among the young. Economic and Social Council resolution 1353 (XLV) recognized that

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1/ Keeble R.W.J., A Life Full of Meaning, Pergamon Press Ltd., 1965.

2/ Preliminary report on long-term policies and programmes for youth in national development, New York, United Nations, 1969, E/CN.5/434, p.10.

"underlying many of the reactions and attitudes of youth in this era is a feeling of world solidarity and a sense of common responsibility for the achievement of peace and economic and social justice."

In the relatively affluent societies of the "developed" countries, the demands of young people are largely related to "greater participation, responsibility, toleration, and permissiveness, and for greater scope for self-realization and assured personal identity...".3/

While some of these factors also obtain in the developing countries, the problems of young people there are, in many ways, different. Many of these young people have been participating actively in their country's struggle for independence, and in the creation of the new nation. Their problems, broadly speaking, now arise from a composite of inadequate resources for growth, an educational system that is often inadequate and dysfunctional, but in some instances expanding faster than the job-producing capacity of the economy, unemployment which is growing beyond control and productivity which is rendered ineffectual by an ever-increasing rate of population growth. Young people in the developing countries, often inadequately prepared but with high expectations, are striving, with impatience for "greater economic opportunity, and a fulfilment in terms of wealth, influence, and achievement".4/

While the differences between these two groupings of young people are apparent, it is also clear that, given present-day mass communications, the actions of youth in the developing countries and the aspirations of youth in the developing countries cannot be separated.

These, and the myriad other factors which contribute to the complex and dynamic situation in the world today, provide the context within which youth organizations must operate, and should determine their activities in terms of programming and leadership development.

A. Objectives of training for professional and voluntary youth leaders

1. National policies and plans

In order to make the fullest possible use of the resources available and to ensure a purposeful and co-ordinated approach to the needs of youth, training programmes and projects, whether undertaken by governments or by non-governmental organizations, should be carried out within the framework of a national youth policy, established ideally at the highest governmental level. This should form an integral part of the over-all development plan for the country.

3/ Op. cit., p.8.
4/ Op. cit., p.8.

Guidelines for the establishment of a national youth policy have been set out in the United Nations document mentioned above. It is considered that such a policy should be based on agreed targets to be achieved in education, training, health, employment, agriculture, industry, welfare, and recreation. The policy should provide, inter alia, for:

(a) An orientation of youth within and towards the main national development objectives. It should specify the role, responsibilities, rights and benefits of youth in the total plan;

(b) The identification of gaps and overlaps in the provisions for youth within the different sectors, and the most appropriate relationship between sectoral programmes in terms of the over-all objectives;

(c) The specification of the objectives relating to youth to be achieved within a definite period; and

(d) The participation of youth, not only at the working level, but in decision-making at various levels.

The special needs, aspirations and contributions of young people should be an integral part of over-all cross-sectoral planning and policy-making. In addition, a concrete youth policy should be included among the broad economic and social objectives, with clearly stated goals presented for public and official guidance. 5/

A functional machinery should be established for co-ordination in the implementation of the plan, especially between ministries and departments of government with sectoral responsibilities relating to youth.

Long-term comprehensive planning is a basic requirement for ensuring that adequate leadership is provided for current and projected programmes for youth. It is also vital to the formulation of the objectives and of the content of training programmes for youth leaders.

Many country reports emphasize the fact that the work of both governmental and non-governmental agencies is seriously handicapped by the absence of a national policy for youth and for the training of youth leaders.

An interesting attempt at creating the required machinery has been made in Thailand, where a National Youth Promotion Committee has recently been set up in the office of the Prime Minister to co-ordinate and promote work relating to youth. The Committee has been given the task of:

(a) Developing guidelines for youth activities;

(b) Co-ordinating both governmental and non-governmental youth programmes; and

(c) providing both moral and material support for youth work.

5/ Op. cit. p. 38.

The Committee's policy is to give high priority to the proper development of human resources in the formulation of regional development plans which will involve youth in the national social and economic development processes. The Committee has the mandate, and the access to the operating agencies, to enable it to achieve a co-ordinated approach.

In many countries, various ministries have responsibility for specific aspects of work relating to youth, but reports indicate that the programmes are, in most instances, unco-ordinated, and without guidance from an over-all policy. In some instances, for example, Guyana, Trinidad and Tobago, and the Philippines, responsibility for the promotion of youth work has been placed in the office of the Prime Minister, but it is nevertheless reported in the Trinidad and Tobago report that "the services provided by all the ministries are not integrated or co-ordinated".

One result of this situation is that, as stated in the report of the Republic of Korea, "although... youth are actively participating in the work of national development, the government has so far failed to effectively train the youth, nor has the government effectively utilized the resourceful energy of youth".

2. Broad objectives of training

Despite the lack of national policies and plans, the country reports nevertheless indicate a growing concern on the part of all governments in regard to the problems of youth. These are reflected in the variety of new programmes and measures at the national level, which have recently been introduced in many countries or are projected in the near future. Most of these are directed to out-of-school youth, and are designed to supplement deficiencies in basic and vocational education, to develop leadership potentials among the youth themselves, and to involve young people in various ways in programmes of national development. In some countries, e.g. Guyana and Senegal, the development of national pride and national consciousness are included among the specific objectives.

In some instances - notably the student volunteer work camp programmes of Thailand and Morocco - the young people themselves are playing an important part in the design and operation of the programmes.

Country reports indicate a wide variation in the basic philosophy of, and approaches by, governments in regard to programmes for youth. Some governments, for example in Malaysia, Iran, and the Philippines take direct responsibility for initiating and conducting special out-of-school programmes for youth, and in the training of leaders for these and for some non-governmental programmes. In Ghana, on the other hand, youth activities, which are organized through clubs, are considered to be the province of non-governmental organizations which operate programmes "appropriate to their specialized interests and objectives". Government policy is to ensure that youth organizations with a variety of interests will operate "without coercion", and diversity is encouraged to provide the young people with a variety of leisure-time activities. Government participation in these programmes is limited to the provision of subsidies, and of trained staff to give professional guidance to the organizations and to assist with the training of voluntary leaders. In other cases, as in some Latin American countries, the work of the voluntary youth organizations is completely divorced from government, and receives no governmental assistance.

In all countries, voluntary organizations play an important role, and with the exceptions mentioned above, are usually encouraged and subsidized by government. These organizations conduct their own training programmes, which vary with their particular objectives, although they share a common interest in the promotion of citizenship, the development of leadership, and the personal development of young people.

With the exception of Thailand, which reports that most primary and secondary students are Boy Scouts, the country reports do not indicate the proportion of young people who are, in fact, members of existing youth organizations, and what, if anything, is being done for these young people who are outside the organizations. It is suspected, however, that the programmes described in the reports affect a relatively small proportion of the youth of these countries. New approaches may have to be sought, and new categories of leaders trained, to meet the needs of the numbers of young people who are outside the existing organized groups.

The reports also appear to deal preponderantly with programmes for boys and young men, although it is assumed that girls are included in many of the programmes described. Guyana is the only country which reported that special emphasis was placed on the role of women in society. The question of new and imaginative approaches to the training of girls and women, and the training of the leaders required for these programmes, has been raised in previous seminars, and obviously needs continuing discussion.

Reports indicate a growing awareness, on the part of both governmental and voluntary agencies, of the need to relate their programmes meaningfully to the particular needs of the country. The Dahomey report comments that "in the present context of African reality any youth movement whatever cannot be disassociated from economic activities, from the necessities of agricultural development, and from the development of human resources. The new history of the world and the social and economic conditions of Africa, make it necessary for the youth movement to learn a new role without bitterness".

Some reports expressed concern regarding the relevance of training received by youth leaders outside their own countries. One report considered that such leaders returned with a knowledge of 'skills' but not of 'aims'.

3. Objectives of specific training programmes

The variety of programmes, both governmental and voluntary, in the countries under review, are reflected in their various objectives.

In voluntary organizations, leadership training, in organizational terms, is understandably directed to preserving, re-affirming, and promoting the fundamental aims and objects of the particular movement. A concomitant of this is training directed to the personal development of the leader in moral, spiritual and intellectual terms, with varying emphases.

Many of the voluntary organizations are affiliates of international organizations, for example , the YMCA, YWCA, Boy Scouts, and the Boys Brigade, which originated in the developed countries. In many countries, both developed and developing, the structure and programmes of these organizations are being examined with a view to their modernization, where necessary, to meet the current and projected needs of youth. In addition to their work within particular countries, international organizations are regarded as having a special role in the realm of education for international co-operation and understanding, and in the development and strengthening of world brotherhood and unity.

There appears to be an increasing interest in many countries in programmes which promote broad leadership training among youth themselves through participation and broadening experience. Organizations such as the Youth Palaces of Iran, and the Student Work Camp Associations of Morocco, India, Thailand, and many other countries, endeavour to promote initiative, and to prepare future leaders of the country by involving young people in the processes of planning and decision-making within their organizations and in the projects which they promote.

The student work camp programmes operating in many countries provide training in leadership through practical experience in a service project. The objectives usually include:

(a) The training and motivation of leaders from among student volunteers;

(b) Strengthening community spirit, and promoting an interest in education, among the villagers involved;

(c) Improving the infrastructure through the construction of dams, schools, and health centres, by the volunteers;

(d) Giving the volunteers practical experience in the problems of development, and in the realities of poverty;

(e) Creating, in the volunteers, an interest in working in rural areas outside the main cities.

The objectives of governmental programmes discussed in the reports tend to relate more specifically to particular developmental needs in the society. For example, the Rural Youth Leadership Training programme of Thailand is designed to meet the needs of children and youth in rural areas who "are continuously exposed to unhealthy conditions, and who lack opportunities for adequate vocational training...". It is proposed that rural youth clubs should be established in the villages, and a large-scale programme is being instituted by the Government to train the required number of voluntary and professional youth leaders who will "provide guidance, both technical and moral to the out-of-school youth in the village sector".

In Guyana, the initiative is being taken by the Government inter alia to develop in youth an interest in, and training for pioneer agricultural settlements in the undeveloped hinterlands of that country.

B. Organization, content and method of training

It is universally agreed in the countries represented that an essential requirement for the development of youth programmes is the provision of well-trained leaders - both professional and voluntary. In most countries, voluntary organizations have traditionally accepted responsibility for out-of-school programmes for youth, operated almost exclusively by part-time volunteers, and have conducted their own training programmes.

It is likely that, in the forseeable future, the majority of youth leaders will continue to be volunteers. However, the new demands on youth organizations to meet the challenges of today, and the rapid expansion of these programmes, have added new dimensions to youth work and created new problems. Voluntary organizations are finding it increasingly difficult to recruit and train volunteers in sufficient numbers. There is increasing need for the employment of full-time youth workers with professional training to direct programmes and to train and guide the voluntary leaders.

The description by the Boy Scouts World Bureau of the role of the professional Scouter is applicable to most organizations:

> "The professional leader works closely with and alongside the volunteer worker. He gives support to the volunteer's actions and is able to devote his time, talent, and energies to providing the framework within which the volunteer works. He is also responsible for developing relationships inside and outside the movement in support of the volunteers".

The promotion of youth work involves, broadly speaking, the following categories of persons, who can be classified under the general term "leaders". All of these require training appropriate to the duties and responsibilities which they undertake:

(i) Leaders at the top policy development level (top planners)

This group includes people at the governmental planning level who are key persons in the formulation of national policies. Also included are Ministers of Government and senior civil servants who have sectoral responsibility for various programmes which involve youth. The FAO report prepared for this seminar emphasizes the fact that "Government's support for the programmes is dependent on top planners' understanding of and interest in the youth programmes".

The training of this group involves the provision of information on the over-all needs and potentials of youth programmes. International organizations can play a significant role in this respect. Universities, youth leaders, and the young people themselves also have a responsibility for supplying information and highlighting needs.

(ii) Senior administrative and policy-making personnel within youth organizations

These are often volunteers serving on policy-making boards and committees. Unless these persons are informed and up-to-date in their thinking, the work of trained leaders and volunteers within an organization can be seriously handicapped.

(iii) Trainers, and senior technical personnel

These are mostly full-time workers, but may include volunteers with special technical training. Country reports reflect a serious shortage of training personnel, who should ideally be fully trained at university level.

(iv) Adult youth leaders and technical personnel working directly with youth

These may be either full-time workers or part-time volunteers. Often they have to work with a minimum of guidance from trained personnel.

(v) Junior leaders

This group includes young people who have shown talent and ability to serve as leaders among their peer groups.

Special short-term courses are required for volunteer workers at all levels.

The lack of trained leaders - both professional and voluntary - is heavily underlined in the country reports.

In Thailand, it is stated that "the major block hindering the implementation of a programme to support youth is a lack of professional youth leadership."

In Ghana, "professional youth leaders are scarce" and "people with the knowledge and desire to offer their leisure to motivate organisations in the right direction are difficult to come by.."

In Iran, shortages of funds and other factors have led to the appointment of "teachers and instructors who partly, if not totally, lack the standard of qualifications".

A recent survey on leadership training in the international youth organisations indicates that "for many the basic problem still remains how to find more people who can serve as trainers, how to bring in leaders from different social backgrounds and how to intensify training for a wider group of youth leaders".

Attempts by voluntary organizations to solve these problems are hampered primarily by a lack of financial resources, scarcity of competent trainers and relevant training materials, and a low basic educational level among prospective leaders.

Poverty, unemployment and underemployment are also mentioned as factors which adversely affect the availability of voluntary youth leaders. In Kenya, it is observed that "youth leadership must be looked at in terms of wage-earning occupations, as the degree of general poverty does not allow voluntary leadership". Volunteers are often lost after they obtain employment or are transferred from one area to another. At the same time, Kenya has very few professional leaders, and "there are no training centres of recognized status".

In Ghana, it is reported that because of inadequate finances training programmes in voluntary organizations "are not effectively pursued, and only minimal attention is given to the training of leaders: Three voluntary organizations in the country do, however, have their own national training centres for the training of leaders for their organizations.

The possibility of the voluntary organizations' pooling their resources for training, as is done in Korea, should be further pursued.

Some organizations regard leadership training as a major element in their programmes. The Moroccan Work Camp Association, for example, credits much of the success of its work to its leadership training programme which covers a three-year period.

Although the shortage of professional youth leaders appears to be a universal problem, very few institutions exist in these countries for the training of youth workers. This is not surprising, as reports indicate that in most countries very few of these posts in fact exist. Use is sometimes made of persons from related professions, such as physical education, but one country report complains that often persons who possess technical skills lack training in youth leadership <u>per se</u>.

In some countries, youth workers are given a general social welfare training. For example, in Ghana and Togo, youth workers are trained in diploma courses at the Government operated School for Social Welfare and School for Social Training, respectively. Many youth workers in Trinidd and Tobago receive their basic training at the University of the West Idies, where a two-year certificate course in social work and a degree course n applied social studies are offered in the Department of Sociology, and t foreign Universities.

Senegal, which has two training institutions for lower and middle-level training sends some workers abroad for training at the higher level, bu is finding it more advantageous to bring trainers to the country to teach raining staff. This latter category of training is regarded as a priority needin many countries.

Governments and organizations frequently run short-term in-service courses for their employees, which are sometimes, as in the case of Trinidad and Tobago, obligatory.

The University of Guyana proposes to introduce a two-year diploma course in social work which will be conducted in the evenings so that youth workers and others can obtain the training while remaining on the job.

Professional training is sometimes carried out by non-governmental organizations. An interesting example of this is the YMCA of Uruguay which, through its Department of Education, offers training at different levels, including a four-year course at the professional level comprising three years of theoretical and practical work at the organization's training institution in Uruguay, and one year's practical training abroad. Advanced in-service training for top level personnel is also offered at their Institute for Higher Studies.

The Philippines has no national training programme for youth leaders, but the Government provides intensive leadership and community development training for junior and senior college students participating in community development volunteer service in rural areas. This programme, which is described below, is considered first and foremost as a training endeavour. Its purpose is "to produce a class of young Filipinos" who would become not only "capable leaders in the field of politics", but also "realistic and imaginative teachers and resilient and active... community development workers".

All the countries covered by the Seminar are preoccupied with questions of economic and social development. An apparent result of this has been an increasing interest in the promotion of programmes which train young people for leadership through participation in service programmes which are linked with development. These are directed mainly to the more privileged groups of young people in the society - students at high schools and universities - and are predominantly work camp projects operated by voluntary bodies with varying degrees of governmental support.

The Philippine programme, which has a distinct community development bias, is sponsored by the Bicol Secretariat for volunteer service, and is operated on a regional basis. It includes both men and women in their junior and senior years at college. The programme consists of three successive periods of training in leadership and community development, including, in the latter phases specific skills in agriculture and child care. Each of these is followed by a period of field work in a barrio. The final assignment covers a period of forty-five days during which the student volunteer lives with a host family in the barrio and is expected to put his training, as well as his college education, into practice in a meaningful way, so that "whatever project is started will be carried on by the barrio people when he leaves."

The programme is almost completely financed from private sources, including large industrial organizations, and with material help from CARE. The report states that " contributions from politicians are not, as a rule, solicited, nor

is it desired that the Government should take over the financial burden of the programme at this stage". As a result, however, the financial instability of the programme presents a perennial problem - a condition which is common to work-camp programmes in other countries.

The work of the Moroccan Work-Camp Association, also a non-governmental organization, has many similar features, particularly in its emphasis on training. Over a three-year period, participants are trained in a series of short courses to equip them for progressively more important leadership responsibilities in work camps. Volunteers who exhibit outstanding qualities are given longer and more intensive training in a course which lasts for a university year.

In Thailand, the work-camp programme is financed by the joint efforts of government private sources, the latter providing the larger percentage of the funds, which are raised by the students' own efforts. A training programme for camp leaders and a regular evaluation of the programme are carried out by government through the Youth Promotion Committee.

Service programmes of this kind seek to combine leadership training for the participants with the mobilization of the skills and energies of the better educated young people of the country for the benefit of the less privileged groups. Another such programme is the Experimental Educational Plan for the Social Integration of Youth, in Brazil. This programme unites university and high school students, for the purpose of studying social problems, particularly those of the family and child,and for social action. Students work for short periods in specially established child study centres on programmes directed towards applying technical knowledge to study and action in rural conditions, bringing the students into contact with real situations and problems, exercising leadership and self-discipline through working in groups, and creating a social consciousness and a feeling of personal commitment in the students.

The Ecuador Centre for Youth, a voluntary agency in which students are also involved, seeks to spread the effects of training with a minimum of resources by training small groups of young people in short, graded courses on the understanding that each trainee will organize, and seek to influence, groups of his peers, in addition to rendering service where needed in low-income areas.

C. Policies for training youth workers and improving their status

The absence of national policies in regard to youth training, the lack of facilities for the training of professional youth workers, and limited financial resources, are regarded as contributing to the paucity of professional youth workers in most countries. The high turn-over of staff is attributed in part to the comparatively low salaries, limited promotional opportunities, and to the low status accorded to youth workers in the society.

An important factor in the consideration of this problem is that developing countries suffer from an over-all shortage of educated and qualified personnel. The youth service must, therefore, compete for staff in a scarce market which offers more lucrative and attractive posts in other fields. If the situation is to be improved, steps must be taken to ensure that the salaries and other benefits attached to these posts are at least on a par with those in comparable posts in the country. Steps should also be taken, through the use of mass media and other means, to publicize the work of the youth worker and youth programmes and problems in general.

As regards the provision of training, the general opinion appears to be that individual non-governmental organizations do not have the resources to undertake adequately the training of either voluntary or professional youth leaders, and that substantial governmental assistance is required. Again the organizations are faced with the question of priorities in the apportionment of scarce governmental resources. The degree of priority accorded by governments to the training of youth leaders will in turn depend on the priority which has been given to youth work at the national policy-making level. This is affected by many factors, not the least of which is pressure of public opinion.

On the question of training facilities, some reports advocate the establishment of special national institutions for youth training. Little mention is made of the training of youth workers in schools of social work and universities which offer social work training, where these exist, and indeed, there appears to be a tendency to regard youth workers as a category which must be treated separately. The paper on the training of voluntary and professional youth leaders prepared by the Division of Social Affairs of the United Nations Secretariat raises the possibility of developing a common core of training for different but similar professions such as youth leadership, teaching, adult education, social work, agricultural extension and so on. It is suggested, among other things, that it would become somewhat easier for professionals who had taken a basic pre-service training in two or more of these and similar professions, to transfer from one to another after receiving comparatively short supplementary retraining.6/

This approach is already being implemented in some areas but could be more widely explored. There are distinct advantages in giving youth workers basic professional training in generic courses along with persons from these other related fields. Implementation should not be difficult as the dominant trend in social welfare training for some time has been toward generic training. Given a sound grounding in the relevant branches of knowledge in the social, behavioural and biological sciences and in law, and in social welfare functions and methods, the graduate, it has been assumed and demonstrated, can apply such knowledge in a variety of settings and can acquire the necessary competence in a specialized programme through supervised experience on the job.7/

6/ Paper No. IV, "The training of professional voluntary youth leaders", prepared by the Division of Social Affairs of the United Nations Secretariat.

7/ The training of social welfare personnel, New York, United Nations, 1965 E/CN.5/ACONF.24/L.1, p. 6.

Participation in such social welfare training courses would identify youth workers as being part of the over-all social welfare service of a country. It would broaden the vision of youth workers, and facilitate their collaboration with other related agencies in the field. It might also serve to attract more workers into the field of youth work by lessening the fear of promotional stagnation in a limited field. Such an approach would also be more economical in the use of available training resources.

In situations where youth work is identified primarily with disciplines other than social welfare, for example education, generic training could also be pursued, with adaptations, where necessary, to existing training programmes.

The question of residential training centres for youth workers and voluntary youth leaders has been raised in country papers. The value of residential education for adults has been amply demonstrated in many countries. In a recent article, R.J. Kidd, a leading figure in adult education, strongly advocated the establishment of residential centres for continuing education where "for a week-end, or a few days, weeks, or months, adults may have a variety of educational experiences in common by living in residence together."8/ Residential centres of this kind, particularly if set up on a multidisciplinary basis, and with a broad programme, could be invaluable in the training and education of youth leaders at all levels, not only in techniques and skills directly related to youth work, but in continuing education in the broader, and equally important elements which are necessary to help the individual to grow and develop as a well-balanced human being and an effective member of society.

The urgent need reflected in country reports for training programmes that are realistically related to the tasks which need to be performed in youth work underlines the importance of undertaking a systematic assessment, prior to the establishment of new programmes and thereafter on a periodic basis, of personnel requirements for current and projected programmes.

Universities and Schools of Social Work, in association with youth agencies, have a particular responsibility to undertake research both into the needs of youth and into the type and content of training required for youth workers. In addition to this responsibility, and the training of professional youth workers, these institutions should also be closely associated with the development of training at all the levels required, including short-term in-service training courses for both voluntary and professional youth workers.

D. Evaluation

Very little has been said in country reports on the subject of evaluation. This is, however, a most important factor in youth work, particularly where it is imperative that the most effective use should be made of limited resources.

8/ Kidd, R.J. "Universities and social responsibility", Indian Journal of Adult Education, Vol. XXX, No. 5, May 1969.

Evaluation of youth programmes is often difficult to accomplish satisfactorily, but it is nevertheless important that programmes and methods should be objectively examined at regular intervals to determine their effectiveness and relevance in the light of changing situations.

A clear definition of objectives and systematic recording are prerequisites for evaluation.

E. Conclusion

One of the most pressing needs reflected repeatedly in the country reports is the need for policies and planning in relation to youth at the national level. This is considered necessary to provide direction and support for both governmental and non-governmental programmes, to facilitate the co-ordination of effort, and to establish national priorities commensurate with the situation and problems of youth.

It is important that such plans should be projected on a long-term comprehensive basis rather than as emergency measures, and that these should represent the combined thinking of governmental and non-governmental bodies concerned with youth and the young people themselves. Training, both at the professional and voluntary levels, would form an integral part of national planning. Whilst a detailed consideration of national planning is outside the termes of reference of the present Seminar, it is obviously of the utmost relevance to the questions under review.

Non-governmental organizations should be regarded as a part of the over-all machinery for development, but it is important that they should be allowed to preserve the characteristic autonomy and individuality which enables them to make their peculiarly useful contribution to society.

It seems obvious, however, that non-governmental organizations in most countries are unable, because of limited resources, to undertake satisfactorily the training of the voluntary and professional youth leaders who are needed to meet their growing requirements without assistance from government. The need has been partially met in some countries, for example, the Republic of Korea, by co-ordination of effort on the part of non-governmental organizations.

An interesting innovation in training is the increasing number and variety of programmes which involve youth, particularly high school and university students, in service projects in the field - generally conducted in rural areas. These programmes bring the students into direct contact with the realities of poverty and with the problems associated with development, while utilising their education and skills to help solve some of these problems.

On the other hand, many of the activities of non-governmental youth organizations, with the notable exception of the 4 H Club movement, appear to be confined largely to the urban areas. Some attempts are being made to

redress the balance, for example, the Rural Youth Leadership programme of Thailand, but the Seminar will no doubt wish to give particular attention to the question of youth in rural areas, who, after all, constitute a major part of the population in developing countries, and whose problems, because of increasing internal migration, are reflected vividly in the urban slums of these countries.

Similarly, the training of girls and women, which appears to lag behind in several countries, and is given a minor role in many country reports, merits special consideration.

It is interesting to note the conscious attempts being made to develop new and imaginative training programmes related directly to the needs and culture of particular countries. In social welfare training in general, there has been, in recent years, an "increasing awareness that training programmes tailored to the requirements of developed countries may be neither appropriate nor feasible in developing countries confronted with mass social problems, limited resources to undertake specialized welfare programmes, relatively low level of general education on which to build social welfare training, and an acute shortage of trained and experienced personnel in practically all fields." 9/

The developing and the developed countries can learn from each other, and there is need for continuing assistance from the developed countries in the education and training of youth leaders, as in other fields. Nevertheless, there is much truth in the statement of the African writer Okat p'Bitek, quoted by J.R. Kidd, that...

"Most of our social ills are indigenous... and the most effective solutions cannot be imported, but must be the result of deliberate reorganization of the resources available for tackling specific issues." 10/

The developing countries share many common problems and could benefit mutually from a greater interchange of ideas and personnel, such as is being undertaken in this Seminar. They could also benefit from the expansion and wider inter-country use of regional and national training centres for social welfare personnel (including youth leaders), located in developing countries and concentrating primarily on the problems of these countries. This is one of the areas in which international assistance would be valuable.

The problems of recruitment and training of both voluntary and professional youth leaders appear to be universal. While these are, in part, related to social and economic conditions in the society, ways and means must be sought of creating greater incentives for both categories of leader in terms of status, recognition and salaries.

9/ The training of social welfare personnel, op. cit.

10/ Kidd, J.R., op.cit., p.10.

Some country reports reflect a strong awareness of the fact that individual leadership training in today's context must be a continuing process. The rapidly changing situation in all countries demands youth leaders who, while maintaining their personal integrity, are nevertheless flexible and capable of continuing personal growth.

The remarkable extensions of knowledge in recent years, and the challenges presented to established values and habits, no longer allow for the purely vertical transmission of knowledge and ideas from the older and wiser to the young and inexperienced. Indeed, as Margaret Mead has said, "Now it is the young who are most at home in the world, and the adults who are strangers." Today's world requires in large measure a horizontal exchange of ideas between youth and their adult leaders and a mutual search for knowledge and basic values. This requires a fundamental rethinking of many of the traditional approaches to leadership in programmes relating to youth.

II. THE TRAINING OF YOUNG PEOPLE FOR ACTION IN COMMUNITY DEVELOPMENT

Willie Begert

A paper prepared in 1968 by the United Nations Secretariat says:

> "Current discussions of the concept of community development emphasize that ... community development should aim to achieve material improvements at a steady pace, but it is based on the assumption that in the long run such advance depends on the growing ability of the people to think, plan, organize and implement change more effectively. They need to gain a growing consciousness of their role within the economic and social life of the nation and the world." 1/

This brief statement sums up admirably the concept of community development on which the present paper is based.

Introduction

Before we think in terms of training youth leaders for community development, there are two questions that need to be asked:

(a) Why do we want young people to become involved in community development?

(b) How can we best involve them?

The answers to the first question will vary considerably, but there seem to be three major reasons. Firstly, young people constitute an essential and vital part of their community and nation and, as such, should be involved in all important local and national activities. In developing countries particularly, the age groups under consideration represent a very high percentage of the total population. Moreover, these young people are soon going to have to take over full responsibility for community and national affairs. Active participation in a well-planned youth community development programme can serve as an initiation, an apprenticeship preparing them for those responsibilities.

Secondly, because of the very nature of youth, young people have a special contribution to make; they have the sort of imagination and courage with regard to change which is often lacking in older people, and they are less willing to resign themselves to unsatisfactory conditions simply because things have always been that way. They also have physical energy and stamina.

1/ "The participation of young people in community development", Dorothea Woods.

Thirdly, for their personal development, young people need to feel that they are doing something of real importance.

As regards the ways in which young people can be involved, the document already referred to shows that young people have in fact been active in all the major fields usually included in community development programmes. 2/

Among the organizational forms adopted for the involvement of youth in community development, one can distinguish three types of organization:

(a) National schemes which are intended to enable - or, in some cases, to oblige young citizens to give a period of civic service in community development or some related activity;

(b) International voluntary service which offers a young person, either individually or as a member of a team an opportunity to work in a foreign country;

(c) Isolated efforts made to involve young people more actively in community development activities in their own communities.

Of these three types of programme, the third is the one which has been least systematically used and about which least has been written. However, while all three forms have proved that they can make an important contribution to development, it is probably this third form which is most closely related to the essential aims of community development. Indeed, one is tempted to say that the ultimate value of the other two types is in direct proportion to the degree to which they orient young volunteers towards voluntary service and leadership within their own community.

Planning community development programmes for young people

Clearly, each country or organization must decide on its own type of community development programme in the light of the needs to be met, the resources available, what is already being done in this field, and its own particular aims. We have no blue-print to offer for use in all circumstances. It is perhaps worthwhile, however, drawing attention to some important general principles.

It is of the utmost importance that youth participation in community development should constitute an integral part of over-all local and national development programmes, and should not be merely a series of actions taking place on the fringe of those programmes. This is important for two main reasons. Firstly, the different aspects of community and national life are closely interrelated, and development in all spheres and by all agencies needs to be planned as an integrated whole. Secondly, if youth participation in community development is partly an apprenticeship for later responsibilities, the sooner young participants are directly involved

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2/ See, in particular, table IV, "Fields of youth action in community development", op. cit., p. 25 s.

in general development programmes the better. Not only is this important for their own sakes, but also - and this is at least equally important - the sooner they can show that they are capable of playing a useful part in local and national programmes, the more hope there will be that the older members of the community who are often reluctant to share responsibility with the young, will regognize their right to share in the planning and organization of those programmes.

If youth participation is to be accepted as an integral and important part of general development programmes, it is essential to gain the interest and support of those concerned with and responsible for those general programmes. It is therefore wise to consult them and ask their advice from the outset. The more closely they are involved in the shaping and planning of the youth programme, the more likely are they to give it their active support and also to allow young people a voice in the affairs of the community or nation.

Lastly, youth leaders concerned with community development should not be thought of- and should not be allowed to think of themselves - as replacing the agents of other development services. Their aim should be to co-operate in the fullest possible measure with those agents, so that their efforts are complementary.

Training youth leaders for community development: some of the problems

Absence of information. One problem is the absence or non-availability of written information as to what has been done, and is being done, in this field - except for voluntary service abroad, about which a good deal has been written. While it is true that each programme must be planned in the light of the particular circumstances, it would nevertheless be useful to know what has been tried in similar circumstances, and with what success. A careful survey of the training methods used, with a frank assessment of their efficacy, could serve an extremely useful purpose.

The lack of financial resources. Many, if not all, youth services and organizations operating community development programmes will be working with strictly limited financial resources. While this undoubtedly creates problems, it can also have a salutory effect if it forces the organizers to a constant vigilance as to the validity of the priorities they have established and of the methods they are using to achieve their objectives. Training for community development does not require palatial premises or elaborate equipment, and the most effective programmes are not necessarily those on which most money has been spent.

The time element. Those initiating a community development programme are frequently faced with the conflict between, on the one hand, the need to go ahead as quickly as possible with a programme of action which they consider to be urgent and, on the other hand, the importance of giving adequate training to those who are to execute the programme. The right mean has to be found between the five-year programme which will eventually produce highly trained social workers but leave a blank during those five years, and the attitude that "there is so much to be done immediately that there is no time for training".

The lack of trainers. This is an extremely serious problem, especially as in many cases it includes a lack of persons with enough experience to conceive and plan a suitable training programme. Indeed, this last factor is often one of the basic causes of inadequate or unsuitable training programmes. In such cases, it is particularly important to take advantage of all available resources, not only for the execution of the programme, but also for its planning. Co-operation in this field may include:

(a) On the national level, joint planning and execution of training programmes by different official and private agencies;

(b) On the regional level, exchange of personnel - both trainees and trainers between countries in the same region; possibly, the creation of regional training centres, or a more effective use of those already existing;

(c) On the wider international level, making full use of existing programmes of technical assistance offering either expert advice or grants for training abroad.

Planning of training programme: General considerations

The training programme should, above all, be realistic, strictly related to the programme of action for which the trainees are being prepared (and which has already been carefully planned), the means available to carry through that programme, and the educational level and general abilities of the trainees.

These seemingly obvious considerations are not always given the importance they deserve. Training programmes are too often based on abstract theories learned from text books, or training courses having no direct bearing on the programme to be carried out - theories which the trainees learn in their turn, parrot-wise, but which they do not really assimilate, and which, in any case, are virtually meaningless in the context in which the trainees will be working.

In planning the training programme, it is wise to consult both those who already have experience in this field, for example community development and other development services, voluntary agencies interested in development, and individuals with special competence, and also those whose support and collaboration will be needed for the execution of the action programme which will follow. They can give useful advice and their necessary co-operation will be more readily given at a later stage.

The service or organization will have to decide whether to give a specialized training to a few of its youth leaders and rely mainly on them for the execution of the programme, or to give a basic training in community development to all, or to offer a combination of the two. Few organizations are able to give **full,** specialized training to all their youth leaders. The best solution is probably the third: a basic training in community development for all youth leaders, and a much more thorough training for a limited number of specialists who will plan and organize programmes and be constantly available to advise and supervise the others.

The question also arises whether the training in community development is to be simply one component of the general training of youth leaders, given at the same time and place as the rest, or a separate training. This will depend on a number of factors: the programme to be carried out, the normal training programme of the service or organization concerned, and the facilities available for community development training. In most cases, the best answer may be to include community development as one component of the general training given to all youth leaders, to be completed by further training in a specialized institution for the few who will have special responsibilities in this field.

One may also ask whether it is wise to train youth leaders alone or whether, in the field of community development, it is not better that they should receive at least part of their training together with adults not specifically concerned with youth. The latter course might give them a wider view of development problems as a whole, and help them to situate their own contribution as youth leaders within this wider context. It should also facilitate later co-operation in general development programmes. All youth leaders, however, will need some separate training directed specifically towards youth participation in community development.

The participation of local voluntary youth leaders is particularly important in community development programmes, and it is worth while giving very special attention to finding and training such leaders. It is also worth making special efforts to enlist the active support of all those who could make any useful contribution to the training programme as lecturers or advisers.

Content of training programme

Again, the content of the training programme will depend to a considerable extent on the particular aims, programme and resources of the service or organization concerned, but it is suggested that the following might be considered as a basic minimum, to be expanded or modified according to circumstances:

1. Information

Economic and social conditions in the country concerned; government policies with regard to development and community development, for example, development plan and assistance to local projects; existing government services and private agencies concerned with economic and social development; possible sources for technical assistance and advice, that is, local sources.

2. Study

General aims of community development, principles and methods; the way in which, in the country concerned, youth can most effectively be involved in community development programmes; the extent to which and means whereby young people can be directly involved in the planning and organization of community development projects; ways of ensuring that youth activities are continuously related to and integrated in local and national development programmes; specific obstacles to such integration, and ways of overcoming them; the role of a youth leader in a community development programme.

3. Techniques

Working with groups and the importance of human relations in community development; working with factions; working with technical services and administrative authorities; making simple economic and social surveys; assessing needs and resources; evaluating proposed projects in respect of need, priority, feasibility, viability, requirements and so on; the planning and organization of projects; whom to involve, use of available resources (financial, material, human), allocation of responsibilities, administration; the evaluation of results: importance and techniques.

4. Special skills

In the light of the programme envisaged and the resources available, it may be desirable to give some basic training in particular skills, for example, simple construction, sanitation and agriculture. If such basic training is given, it should be made quite clear to the trainee that this does not qualify him to act as a specialist; in most cases, what is needed is enough knowledge to enable the youth leader to co-operate usefully with local representatives of specialized services.

The content of the training programme should be basically the same for all categories of youth leaders (voluntary and professional, general and specialized). The main difference is in the depth of treatment and the methods used; for the non-specialized trainees, the treatment should be very simple and the subject matter very directly related to the programme they are to carry out; for the "specialist", the study should be both broader and deeper, and the approach a little more scientific.

It is extremely important to ensure in advance that all outside lecturers or collaborators are thoroughly acquainted with the over-all aims of the training programme, and that their contribution fits into the general pattern.

Form of training

With regard to the form of the training, there are various possibilities.

The usual form of training is the formal training course, bringing the trainees together in a set place for a period ranging from one week to five years and providing a series of lectures, discussions, study periods, observation, and field work. This should be seen as an important part of training, but it is not enough in itself; it needs to be supplemented by other forms.

In some cases, training has been virtually limited to supervised field service. Provided there is, in fact, constant and competent supervision and instruction, this can provide extremely valuable training, but again it is not enough.

Short periods of concentrated service of the work-camp type, used largely for the training of voluntary leaders, have both advantages and disadvantages. They can serve as a valuable training ground to inspire and prepare young volunteers to initiate and carry through community development programmes in their own areas, and great importance should be given to this aspect of national service schemes.

On the other hand, it should be realized that such programmes need exceptionally good preparation and leadership, and that their purely economic value is questionable, if the necessary importance is given to the educational side. Besides this, they need to be followed up by periods of more formal training.

Visits to other areas, inside or outside the trainee's own country, where successful community development programmes are being carried out can prove a valuable addition to training.

If it can be arranged, the best solution is probably a combination of all these forms. 3/

Duration of training

The duration of the more or less formal training will depend on factors which have already been mentioned: the general objectives fixed for the community development programme, the content of the general training given to the youth leaders, the educational level of the trainees, the urgency of the need to get a programme of action started, available training facilities and financial considerations.

However, even if time and financial considerations permit, it is questionable whether it is desirable to start by a long period of formal training, and it is suggested that a more effective formula is that of relatively short, recurring periods of formal training interspersed with periods of supervised field service. Provided adequate field supervision is in fact available, and that the periods of formal training are carefully graded, the trainees are likely to get more out of both than from long, unbroken periods of either; their field experience makes them better able to assimilate the teaching given in formal courses and, at the same time, their field work is enriched by frequent contact with fresh teaching and discussion. Clearly, the field programme will have to be planned in the light of this progressive training, to ensure that the trainees are not, at the beginning, given responsibilities which are beyond their powers.

As part of this continous training process, very short, possibly week-end, reunions or discussion groups or refresher courses can serve a very valuable purpose, if they are well prepared and led. On such occasions, it is good to bring together both professional and voluntary leaders and also, if possible, field workers from other services such as health, economy, agriculture as well as from voluntary agencies.

3/ The report prepared for the seminar on the training of "animateurs" in Morocco shows an extremely interesting, graded programme starting with participation in week-end work camps and study groups, and progressing through participation in longer camps, co-leadership of such camps and leadership of week-end camps, more intensive study periods, leadership of such study periods, study and co-leadership of a camp abroad, and participation in a specialized training camp abroad.

Location of training

At least, part of the training in community development is simply one component of the normal training of youth leaders, and should therefore take place wherever that general training is given. For more advanced training, it is assumed that advantage will be taken of whatever specialized institutions exist in the country or region.

It cannot, however, be too strongly emphasized that a great deal of very sound community development training can be given in improvised training premises in or near the area in which the trainees will be working.

In any case, it is regarded as important that a considerable part of the training should be carried out under conditions similar to those in which the trainees will be working, so that both trainees and trainers are constantly relating the teaching given to the actual problems which have to be met. Training in an area where economic and social conditions are much better than those in which the trainees will be living and working may give a false idea of what can be done and the methods to be used; such training may well unfit, rather than fit, the trainee for his future task. On the other hand, such training can be extremely valuable, providing new ideas and stimulus, to a community development worker who has already had training and experience on his own ground.

Selection of youth leaders for work in community development

While a bad youth leader will almost inevitably be a bad leader for community development activities, a good youth leader is not necessarily a good community development leader. Besides the qualities obviously required in a youth leader, the community development leader needs - among other things:

- an intelligent interest in economic and social affairs and in the concept of community development;
- an ability to work not only with young people but with adults at all levels, from the simplest villager to those in positions of authority;
- a willingness to try to understand and respect attitudes and opinions which he does not share, particularly those of older members of the community;
- a readiness to share in hard and dirty physical work (one remembers the petition submitted by one group of trainees, "Gentlemen of our calibre should not be expected to work in the rain");
- a total absence of snobbishness and condescension;
- an unassailable sense of humour.

One of the most effective ways of finding community development leaders, whether voluntary or future professionals, may be the organization of short training courses in community development at the local level. These should not be called leadership courses (the title is apt to attract those least suitable to be leaders), but should simply be offered as an opportunity for those interested in furthering the development of their own communities to acquire certain knowledge and techniques which will be useful for this purpose. Even in quite a short course, it is usually fairly easy to detect potential leaders, who can then be given further training.

It is also worthwhile making a very great effort to interest teachers in youth participation in community development; they can have a very great influence on the attitudes of adolescents, and can usefully help to initiate and carry out practical projects. Special "orientation" courses can be organized for them.

Voluntary service abroad

This paper is directed primarily towards those who are concerned with training leaders for work in their own country. One or two points may, however, be noted with regard to service abroad.

Perhaps the first question to be asked very seriously, is: "What has been the lasting value of such service, first to the receiving country, and secondly, to the volunteers themselves?". As a corollary, it may be asked, "If it appears that the value to the volunteers has been greater than to the receiving country - and this may well be the case - is this a valid form of service?".

In weighing up the answers, we cannot forget that the total operation is often extremely costly, not only to the sending organization but also, in many cases, to the receiving country.

Most people who have had experience of these programmes will probably admit that, while much valuable work has been done, the results have often been disappointing, considering the vast amount of goodwill and hard work that have been expended. Two factors, among others, have contributed to this situation:

(a) The volunteers and their organizations have not always been willing to adapt themselves to the programmes of the country in which they were working; they have wanted their own programme and their own success, and have sometimes shown a certain arrogance and impatience with regard to local programmes, failing to understand local problems and to make allowance for local difficulties.

(b) The receiving country has not always made the best use of the volunteers; in some cases they have been given stop-gap jobs of little real interest and little attempt has been made to integrate their activities into national programmes. Not unnaturally this practice has produced a sense of frustration and resentment. Alternatively, volunteers have often been given too much responsibility, for which they were not fitted.

There is no doubt that the value of the contribution of foreign volunteers to development could be vastly increased if there was much more thorough co-ordination between the senders and the receivers. Detailed plans should be prepared for the use of the volunteers, and a training programme should be worked out between the senders and receivers to fit those plans.

Conclusion

To sum up, if young people are to play a part in community development, the observance of a certain number of very simple basic principles may help to ensure that their participation is valid and acceptable.

In planning a programme of youth participation in community development, organizers should be sure that:

(a) The programme is useful in itself;

(b) It fits into general local or national development plans;

(c) It is acceptable to those concerned with those general development plans;

(d) It helps to prepare young people for fuller and more effective participation in community affairs.

In planning and carrying out leadership training, organizers should never lose sight of the specific task the leaders are being trained for: a particular programme in particular conditions. Good training programmes for community development need to be made to measure, not picked up ready made.

At every stage, it is important to make the fullest possible use of all facilities and resources available (local and national authorities, government and other technical services, voluntary agencies and individuals) and to co-operate in every way posible with others working in the field of community development.

Appendix

QUESTIONS PROPOSED FOR THE CONSIDERATION OF A SERVICE OR ORGANIZATION INTENDING TO UNDERTAKE A PROGRAMME OF YOUTH PARTICIPATION IN COMMUNITY DEVELOPMENT

A. Preliminary thinking and investigation

1. What is our purpose in trying to involve young people in community development?

   How relevant to our purpose is the concept quoted at the beginning of the main paper?

   What are its practical implications for our planning?

2. If youth participation is to be accepted as an integral part of the country's development programmes, from what sources outside our service or organization must support be sought: government/politicians/technical services/administration/churches/other voluntary bodies/young people themselves...? and at what levels: national/regional/local?

   Should priority be given to any of these groups/levels? If so, which? and why?

3. If the aim is to involve them as closely as possible in the youth community development programme, at what point should such groups or individuals be consulted?

   Can they usefully contribute to the definition of objectives?

4. What from should such consultation take: written questionnaire/individual consultation/joint study group...?

   Might it be wise to call together as a first step a very small pre-planning group?

5. What are the questions to be considered through such consultation? Perhaps among others:

   - what are our specific objectives in trying to involve youth in community development at this present time?

   - in which sectors could youth participate most effectively?

   - should certain priorities be established: rural/urban development; physical projects/the changing of attitudes/new techniques; service to the community/development of the personality of the young participants ...? Are these alternatives in fact exclusive or complementary?

   - in the light of our particular resources (financial, material, human), how can we best participate in the sector selected?

- should special efforts be made to involve particular age groups/social groups...? Are there priorities here?

6. What is already being done in the country in the field of youth participation in community development?

   Would it be useful/feasible to make a simple survey of present programmes? If so, how? by whom?

7. How far is co-operation desirable/possible with those at present active in this field (co-operation in training and in execution of programmes)?

8. In the light of the answers to 5, 6 and 7, what leadership will be required?

   What leadership is already available?

9. What type of leadership training programme should we envisage?

   Who is to be trained? For what role?

   Should all our youth leaders, at all levels, receive a minimum of training in community development and/or should a limited number receive a more intensive training in this field?

   Should the first step be orientation for policy makers?

   If resources are limited, what are the priorities?

   If resources are limited, how high a priority is to be given to training as compared with action programmes?

   Will community development be included as part of the general training of our youth leaders, or must separate training in specialized institutions be envisaged?

10. What resources exist in the country for specialized training in community development?

    Would they be available for the training of our youth leaders?

    Is an inventory of these resources desirable? If so, who should make it? and how?

B. Planning of training programme

11. How far are the proposals in the main paper for the content of a training programme suited to our needs?

    Given our particular needs and resources what should we add, eliminate, modify?

    How much importance should we give to field work in our training?

What form can such field work take?

Do we need to organize training separately for our different categories of leaders?

12. What considerations will guide our decision as to the duration of training?

Do we agree that alternating periods of formal training and service in the field constitute a suitable formula for our trainees?

13. What, in our particular case, are the advantages and disadvantages of training on the local/national/international levels?

C. Evaluation

14. What is the purpose, if any, of attempting to evaluate the success or weaknesses of a training programme?

What are the criteria to be used?

At what point is it reasonable to attempt a first general evaluation?

By whom, and by what methods, should it be carried out?

In drafting the training programme is it possible or wise to allow already for modifications in the light of later evaluations?

III. NEED FOR CONSTANT REAPPRAISAL AND RESEARCH IN REGARD TO THE TRAINING OF YOUTH LEADERS

A. Aristeguieto Grameko

Although it is not our intention to deal here with the youth problem in all its ramifications, some of its characteristics must be noted as an appropriate background to this paper.

First of all, let it be said that the youth problem really is a problem, in that it is something that exists and calls for a solution; it has to do with a state of tension - in this case social tension - and imbalance, for which new attitudes are being sought.

It is also worth mentioning some of the main causes of this problem, such as:

(a) The high rate of population increase all over the world. Furthermore, the rate is rising, with the result that the proportion of youth in society has changed in relation to the other age groups of the population.

(b) The social structures that provide the natural environment for young people are undergoing changes which are aggravating the difficulties arising out of the population explosion, making it even more difficult to carry out the task of education successfully. At present, a young person cannot be fully educated in the home, whatever advantages and disadvanges this may offer. The school, however, is another structure which needs to be reformed. At present it is not preparing young people to take their place in a society which is rapidly becoming more and more complex. School drop-outs and the increasing need to provide apprenticeships in addition to formal education add weight to this argument.

(c) Society, which includes the child and the young person, is in a state of constant and increasingly rapid flux. Technology daily necessitates a revision of the basic concepts of thought. Consequently, what is at one moment regarded as a solid fact or a reliable reference point turns out later not to be so. Thus, the outside world cannot be taken as a reference point in support of the individual's inner security because it is constantly changing.

(d) Increasing facilities in communications media are also having a profound impact on education. With no effort on their part, youngsters are constantly being stimulated by outside influences. They are captivated and are taught and shown things in which they have not yet participated and are thus often precipitated into precocious experiences. As a result of this inrush of information, maturity is forced upon the young person. Today, more than in the past, the adolescent is an immature adult. His behaviour is capable of producing a relatively far-reaching impact on the world around him, but he lacks the emotional maturity which would enable him to carry out adult functions normally. The consequences of this are known to us all, and were we to list them here, we

could easily run the risk of repeating innumerable platitudes.

The fact is that, as an individual, the adolescent is hampered by the circumstances which mould him. His only recourse is to act in conformity with what he has already learned. Any adolescent is in a state of insecurity, and lacks the support which would enable him to face up adequately to the problems he has to solve. Moreover, he is confronted with the need to press on to maturity and adulthood, without stopping for one moment.

Juvenile deliquency, both overt and covert, idleness, moral laxity, failure to hold down a job and so on, are only the expression, never the cause, of the problem.

It should be borne in mind that the changes which have taken place in society are irreversible. Solutions cannot be found by harking back to the institutions of former days. There is no retreat from the situation or phase that society has now reached as a result of progress in human thought. On the contrary, we must realize that the present holds out daring and attractive prospects of man's omnipotence.

Solutions, therefore, cannot be sought in the past. The past is useful only in so far as it points out to us the road ahead. We must never stay rooted in the past, frozen in a historical moment. Solutions for to-day must come out of our plans for the future. Let us hope that these solutions will emerge, just as specific antibodies in living organisms neutralize the morbid and lethal action of invading antigens.

Groups of men do not only create problems; they also create solutions to those problems. It is puerile to imagine that mankind is unable to solve its current problems, as though it had lost its capacity to react and reform, and as though it did not always aim at well-being and balance, although in increasingly complex forms. At least, such an idea is at variance with the lessons of history.

Through observation and study, facts come to light which have a certain value as remedies to the problem. For obvious reasons, I am able to refer here to only one of them: the emergence and recognition of groups.

Groups have always existed, but the curious thing is that it is our generation which, as a result of the findings of psychoanalysis, has discovered their educational value. Groups are always present in a man's life. He is always in a group, and it has rightly been said that man is not only homo sapiens but also "homo socialis." The truth is that men always form groups and belong to groups, though the organization of the group may differ in each case.

There is a period in the life of each individual when groups have more value than at any other time, namely, adolescence, when we have to face the reality of approaching adulthood and must prepare ourselves to assume adult responsibilities without the support of the parent figures who all our lives have represented

authority.

One of the sources of the group is the search for security in the face of the hazards of action in areas which are not only unknown but forbidden. The self-confidence that each individual gains through contact with others, when he becomes integrated in that real and conceptualized unit which we call a group, has, since the birth of mankind, been known as one of the remedies for the terrors of solitude.

Through the group the individual achieves the mental security that is necessary to enable him to comprehend, take part in and examine experiences; to improve on those experiences for future action and, finally, to grow by acquiring more and more opportunities for experience. The group provides support and, because of the security it produces, makes it possible for the individual to become aware of the knowledge gained.

Without security, there is anxiety, and anxiety always leads to misbehaviour, regressive reactions and mechanical reflexes, never to intelligent action adapted to the reality of the moment and to the requirements of the outside world.

The group provides the adolescent with a means of obtaining the security he needs to become aware of the experiences of his growth and arrive at what is called maturity. The group supports, makes self-awareness and awareness of the surrounding world possible, and enables the individual to take his place in the outside environment at a new level and with a new orientation.

This is not the place to discuss group psychology or the intrinsic value of the group as a place in which some stage of man's life is always enacted. We draw attention to the group simply because it seems important to recognize it as one of the facts of juvenile society, and possibly as affording solution to its current problems.

Consideration to the group brings us to a topic which hinges upon and is a function of it: in other words, the group leader. Although it is not our intention to go fully into the topic of the leader and his characteristics and functions, we are compelled to say something about him, for example that he constitutes a structural and specific part of the group and must always be considered as such.

We should also mention that he undergoes or endures a maturing and transformation process within the group and with the group. Furthermore, he is chosen and given his authority by the group, as needs and circumstances dictate. He is not, and cannot be, permanent - each group goes on producing leaders as it develops, and each new group has its own leaders. It should also be noted that the true leader emerges, and that natural leaders always appear when needed by the group. In this connexion, it would be well to think a little about the place of those "youth leaders" who are appointed and given their powers and title by an adult society, and by the institutions wherein the social authority lies, in other words, those persons who are self-styled "youth leaders" and who

think of themselves as such.

What we are saying here must be carefully heeded because two different things are involved. It is one thing to be the leader of a group of young people and to belong to it, running the same risks and having the same needs as the rest, for the purpose of undergoing a maturing process, and quite another to be a married, grown-up youth leader with a salary, children and social standing. The needs and assumptions are different in each case, and it is very dangerous to confuse them.

Let us bear in mind that the adult strata of society are looking for solutions to the problems that trouble them. Some solutions are effective, but others - and perhaps the majority - are absurd remedies which give rise to a false sense of security; in the last analysis, they bypass the real causes of the problem.

When the title "youth leader" is conferred by the adult society, it resembles a two-edged sword. It involves something in the nature of a concealed transaction, which may vitiate it altogether.

A young adult (and youth leaders should always be young), who has been empowered by society to act as a youth leader, should always remember that his job is to help youth groups, as an active member of the group, to play and live their roles.

There are a number of points to be borne in mind:

(a) The existence of the youth leader appointed as such by adult society is an observable fact. It does not matter whether we look upon him as a special kind of teacher or social worker or as a psychotherapist engaged in "social mental hygiene." The fact is that this modern paidagogos* is present in our urban societies as another of those "organs" created by society as an essential adjunct to the functions of the home.

(b) These youth leaders do not, strictly speaking, belong to the groups of adolescents in which or for which they are going to function.

(c) Failure to understand the functions of the group and the proper functions of youth leaders can be dangerous. In order to realize what precautions must be taken, we should bear in mind that the central task of a group is to achieve the degree of integration that is needed by the individual for self-awareness and for personal growth at the various stages of his development; through the group he is enabled to comprehend (con + prehendere, to grasp, seize) the world around him and thus have an opportunity to become part of it, as an active, vital and effective individual. Every youth leader should bear these central objectives in mind. We are, or we become, youth leaders to help natural groups to carry out a process which will enable their members to achieve a useful degree of awareness and enough individual integrity to understand the world, the "circumstances" and the lessons of history, while constantly striving for a conscious "planetization", which seems to be mankind's present challenge.

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* From the Greek pais paidos: boy + -agogōs from agō: lead.

(d) The task before us, for which we are volunteering and in respect of which, we have a special part to play in society, has its hazards; hence, we must be constantly on our guard. Some of these hazards are listed below.

First, there is the projection of individual problems on to the action and motivations of the group. Youth leaders, especially if they are young, are subject to a process of change as they mature and gradually reach various levels of individualization. The projection of his own problems means that the leader, instead of being attentive to the needs of the group in his charge, is attentive to his own problems, and in trying to find solutions for them dramatizes them or acts them out in the group. In such cases the group may fall apart and become alienated, which happens if the pathological burden imposed on it by the repercussions of its leader's neurotic problems is not quickly lifted. This accounts for the groups which we see become withdrawn and more and more strange and exotic.

Second, there is the make-up of group structures. It is easy to understand how youth leaders, who are still solving many of their own problems on their own way to maturity, set up groups. Without realizing it, these groups develop the dynamic typical of any group by dealing with the problems of their integrators. In addition, vested interests are created, and the groups come into contact with other "groups" or social structures, many of which are held together by a principle of self-preservation which keeps them from disbanding, even after they have lost their raison d'être. Without being aware of it, these groups manipulate individuals and use them for their own purposes. They are like robots or machines which take over the men who have invented them.

Sometimes we find groups quarrelling with other groups which claim to profess the same ideals. There are absurd rivalries, jealousy and many other forms of totally aberrant behaviour. We find youth leaders who play at being politicians at international conferences and who devise fanciful policies. What is even sadder, sometimes groups quarrel in order to show that they have a raison d'être, because the livelihood and perhaps the social standing of their leaders depends on it.

The "group" sometimes formed by youth leaders is the victim of its vested interests. It begins to function on its own and continues to exist, even without any justification, through a natural defence mechanism; it moves further and further away from the initial objectives which motivated its establishment - i.e. the objectives of a sound group - and, isolating itself increasingly in self-contained actions which serve no other purpose than to dramatize its own fantasies, it becomes completely alienated. We shall not comment on the grave consequences of an encounter between two highly pathological groups or structures. Many wars and historical disasters have been caused by this "accident" of the "group" dynamic.

Third, there is the problem of myths. No human society or group is free from myths. Myths may be regarded as fairly well-defined and firmly established collective fantasies which spring from unconscious desires and needs and seek

solutions through childish means. Myths are all-pervading, and youth leaders, too, can become the victims of myths. For example, the universal desire for riches created the fantasy of a country where everything was made of gold. In Latin-America, it was called El Dorado. Abundant energies were released in the search for El Dorado. Similarly, the desire for eternal youth gave rise to the belief that somewhere there was a spring, a plant or a mineral that would preserve youthful vigour indefinitely. The myths that have existed throughout the history of mankind are endless. There are universal myths and local myths, the latter of value only for small communities, but basically they all spring from the same source.

In speaking with youth leaders of developing countries, however, I have noticed that in several of them, in Latin America particularly, there is a danger of confusing reason with the myth of the "good European" or the "good Northerner". According to this myth, all good things came from across the sea - from the north or north-east. Everything originated on the other side. We may assume that when the first settler was nearing the end of his life, he remembered the "mother country" and told his grandchildren stories which encouraged fantasies of a past in which everything was better. A past that was better - as if it was difficult to convince anyone that everything was better in the past!

Thus, in generation after generation, a way of thought has been crystallized. Everything that was manufactured or produced, which provided nourishment and clothing, came from overseas. America supplied the raw materials, the primitive and unfinished articles; Europe processed them, applying the human intellect to them and making them useful to man.

For generations not only has it been assumed that things are better across the sea but also that nothing bad is to be found there. Both through the constant search for happiness in the past and through a desire to vie with those who gave us life, we seek everything that we assume is to be found in the North and, by laboriously pursuing a fantasy, we endeavour to give concrete form to what we imagine or assume.

We youth leaders in developing countries should be on the alert, so that we can distinguish between the desire to improve things by benefiting from the experience of our forebears and learning how they tackled their problems and the search for a myth that leads nowhere. This myth, which is valid for many countries, is accompanied by another with a different origin and historical basis: the myth of technology. This is not to deny the existence of technology. We call it a myth because we are motivated not by what it is, but by what we assume it to be. Technology is a word that evokes a magic world. We believe that everything that comes to us ready for use, industrialized, canned, transistorized, or with a brand-name, is good in itself. Countries capable of exporting such articles must have everything that others need. We must take every care not to import solutions which are merely the embodiment of myths.

A fourth danger is that of mistaken emulation. We can fall into error not because of mythical values but because of a desire to be the equal of someome who surpasses us. Such a desire may cause us to reproduce in our own environment

solutions which are made for other environments and are therefore inappropriate, not to say ineffective.

Structures which are sound enough in some industrialized and complex societies with a different history become caricatures when imitated in our environment. Yet, we accept them because if they are used "abroad" in highly-developed countries, they should serve us well. This siren's song prevents us from discovering our own remedies for our needs. In a legitimate desire for emulation, we become confused and give an intrinsic value to what are merely "forms". Moreover, the danger of mistaken emulation is increased because, in addition to the points we have already made, it is easier to imitate than to create, especially if the imitator pretends to be the one he is imitating.

Lastly, there is the need for constant reappraisal and planning (research). In order to justify the role we are seeking to play, which represents a solution to a problem and is a requirement of our present-day society, we must be vigilant. We must always bear in mind that in a changing society which has reached the stage at which we have now arrived, the essential aim is to achieve the highest possible level of awareness - a level that will enable the individual to achieve a synthesis of the opposites that confront him. Every human group seeks to increase its capacity for integration, understanding, interchange and living in harmony with others. Everything that helps us and serves to assist our adolescent groups in this is of value. Anything which does not help is a hindrance.

There are several guidelines that may help to orient our thoughts. First, we must seek to satisfy the needs of youth and not our own needs, in other words we must concentrate upon identifying their needs - needs which they themselves have discovered and expressed.

We are gradually beginning to realize that experience which has not been acquired through actual living is of little value to the progress of members of a group at its various levels of development. Active instruction, doing, observing, discovering, making mistakes and repeating are increasingly valued in today's teaching methods. The teacher is moving as it were increasingly on to a plane on which there is no room for the expression of narcissism. Less authoritarianism and more reassurance on the part of the teacher will help to arouse the intelligence of more young persons and to prepare them to understand the world about them, whether in its physical or social aspects. Thus, an entirely new technique of group leadership seems to be emerging, a technique which is within reach only of those who are sufficiently alert and properly trained.

A task which aims at achieving a higher level of awareness for others demands an increased capacity for awareness and introspection on the part of youth leaders themselves. Hence, therapy groups, T-groups, group leader seminars and many other types of group procedures which seek to clarify and understand the behaviour of young persons are of value to youth leaders.

They would make possible the analysis of situations for which there is apparently no solution, such as mediocre results, and artificial structures, and

the replacement of inoperative measures and procedures. Thus, by increasing and progressive awareness, constantly renewed through continuous analysis, we youth leaders can perhaps be protected to some extent from the pitfalls created by our "image".

There is no need for us to go into details here with regard to statistical procedures and techniques, methods of inquiry and other ways of seeking to obtain an objective view of the truth. They should all serve to ensure a constant readaptation of youth leadership activities so that they will meet the requirements of every situation and so that we can be on our guard against progressive alienation.

A gradual increase in youth activities, without any need for disproportionate efforts as regards the administrative aspects of an organization, and the possibility of recruiting large numbers of volunteers without difficulty, ought to be enough to show that we are solving the problem by adequate means. All this can be measured in various ways, and there are other indicators useful in helping us to assess the extent of our success - we refer to the symptoms of the "youth problem" which, as we have already said, are all subsumed in one form or another in what adult society calls juvenile delinquency.

IV. THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS

Division of Social Affairs, United Nations Secretariat

A. Background to training

For the purpose of clarity, it may be useful to distinguish between adult youth leaders and peer youth leaders. Adult youth leaders are somewhat older than the young people with whom they are working. While most youth leaders are volunteers, the majority of professional youth leaders, that is to say those who are employed full-time on work with young people, are adults. They may be elected to their positions by the young people themselves, but this is comparatively rare: more often they are appointed by a governmental or non-governmental body, which itself is largely composed of adults. In some cases, still a minority, young people are directly represented on these appointing bodies.

Peer youth leaders are normally elected by their peers or contemporaries, that is to say, young people of approximately the same age; a great majority of them serve as volunteers, especially when they act as leaders of small groups or local branches. Only a few peer youth leaders are professionals and most of these work as organizers or administrators at regional, national and international levels. In practice, it is often difficult to draw an exact dividing line between adult and peer youth leaders, either by age or in respect of the role of leader as seen either by themselves or by their members. Increasingly, the ranks of professional adult leaders are being filled by those who have "graduated" as peer leaders. In many cases they have made the transition without any kind of formal training, either because no opportunities for training existed or because it is accepted that their practical experience is an adequate or more than adequate substitute for formal training.

For the most part, this paper refers to the training of adult youth leaders, although it suggests that there should be no separation between the two. However, until the number of young people involved in youth work grows considerably larger than at present and thus provides a sufficient base from which future adult leaders may be drawn, it is likely that a proportion of adult youth leaders will have to be recruited and trained for the first time later in life. In any case, even though young people who have been in youth groups provide a sufficient number of recruits for leadership, it may still be useful to have a certain proportion of "outsiders" brought in at the adult leadership level, both to avoid "in-breeding" and the complacency and self-centredness to which it can give rise and also to strengthen the communication between the community at large and the youth sector within it.

The role of an adult youth leader is to teach, advise, befriend and generally assist young people on the basis of his or her knowledge, skill, experience and maturity which will normally be greater than theirs. The function of such a youth leader may be discharged in a wide variety of environments: educational, social, technical, industrial and agricultural. It is usual to distinguish between the actual didactic role of a school teacher or educator and the work of a youth leader, but it is clear that many teachers and educators in fact fill the role of youth leaders.

For the purposes of this paper, youth is defined as all young people between the ages of twelve and twenty-five. The role of the youth leader and his or her relationship to youth is independent of ties of family or kinship. In various societies it appears that one or both parents, older kinsfolk, either elders or those only somewhat older than the youth themselves, used traditionally to carry out, on a formal basis, certain duties of instruction, advice and assistance. In periods of rapid social change, especially of change due to modernization and the application of technology, many of these functions are no longer discharged within the kinship network. It can be argued that it is this default which has given rise to the need for adult youth leaders. This same process of the overtaking of traditional methods of instruction has been recognized in the realm of formal instruction in the basic necessities of a modern society. These affect vocational skills and requirements of survival involving food, shelter, and the money economy and they have been comparatively swiftly incorporated into a community structure in the form of organized school systems. Only gradually, however, has the need to provide similarly for the informal, out-of-school needs of young people been recognized. The transitional process briefly sketched in this paragraph started in the northern hemisphere at about the same time as the industrial revolution of the nineteenth and early twentieth centuries. In the southern hemisphere, the transition started for the most part in the second half of the twentieth century and is still in full flood.

B. A policy for training

A training policy should be a consistent part of a national youth policy, whether this be the policy of a government or of a non-governmental organization. a non-governmental organization, the training and general policy for youth will have to be consistent both with governmental youth policy and with the principles and ideology of the organization itself. They will also be closely related, with suitable modifications for local cultural conditions, to the organization's international policy if it has one. Problems may arise when the objective and purposes of government and of the voluntary organizations appear to be irreconcilable.

Training of youth leaders should be conceived and practised as a continuing and progressive process, involving the development of the individual personality of the trainee as well as the imparting of specific knowledge, understanding and skill. In this sense, training is an unending process.

For both volunteer and professional leaders, there should be a deliberate policy of providing suitable incentives and rewards. For volunteers, this will involve ensuring that they do not suffer hardship, material or otherwise, as a consequence of their voluntary service and the provision of regular occasions and various means whereby the government and the community at large can publicly express their gratitude and appreciation of the services rendered. For professional youth leaders, it is necessary to provide financial remuneration, conditions of work, career structure and professional status at least equal to or comparable with those in other professions with similar qualifications and levels of training.

Encouragement should be given to all professional youth leaders to improve their capacity and efficiency by providing study leave, and by generally improving their status, by establishing good public relations and through professional associations of youth leaders and allied professions. Care should be taken to ensure that those who are professionally engaged do not become socially and culturally isolated, either because their work is exceptionally demanding or because as adults they are in danger of becoming separated from their contemporaries because of their attempts to identify with youth.

It may be useful to plan and organize youth-leader training with certain special emphases. These might be: administration, counselling, organization and direction of programmes, instruction in skills. Some degree of specialization should arise as the number of youth leaders, both professional and volunteer, increases; however, most youth leaders will need to have a basic competence in all areas. A basic understanding of the determinants of behaviour, how it can be influenced and in what way it changes at various stages of individual development, will be required by <u>all</u> youth leaders, irrespective of the particular aspect to which they devote most attention. It is also most probable that more understanding of and skill in administrative tasks will be required by those who reach more senior posts.

Responsibility for the training policy should be carried by the same ministry, council or organ which has responsibility for national youth policy as a whole. The minister or other senior governmental person responsible will find it useful to have an advisory body of specialists to make proposals about training policies and programmes. This body should be fully representative of the various forms of governmental and non-governmental youth work and also of allied educational and social fields.

The carrying out of training programmes should, whenever possible, be done on a decentralized basis, utilizing the local resources of local government and non-governmental bodies wherever appropriate. It will usually be necessary to establish a system of financial subsidies for training programmes, with funds from central government sources.

Where local government bodies or non-governmental organizations are responsible for substantial youth programmes, they should be encouraged to employ full-time qualified training officers to assist them in the planning and conduct of training programmes.

Special attention should be paid to recruiting and maintaining a sufficient number of women leaders. Facilities should be provided to enable married women, both young married women and, where applicable, somewhat older women who may have time to contribute once they have passed the period of childbearing and intensive child care, to play a part as youth leaders, aides and auxiliairies on a full-time or part-time basis.

There are possibilities of developing a common core of training for different but similar professions. These professions might include, in addition to youth leadership, teaching, adult education, social work, administration of social

services, agricultural extension, health education, home economics and certain forms of industrial training.

For professionals who have taken a basic pre-service training in two or more of these and similar professions, it would then become somewhat easier to transfer from one to another after receiving comparatively short supplementary retraining.

Those entering other professions, for example, doctors, lawyers, agriculturalists, economists, etc., should as students, that is, while still members of the youth age group and during their professional preparation, have some orientation towards the contribution they could make directly or indirectly as leaders of youth. They should be given appropriate information and brought into practical contact with other young people, especially those in a less privileged position than themselves.

Most youth leaders are and will always be volunteers and part-time workers. Training for full-time professional youth leaders and for part-time volunteers should be planned separately, although there may well be certain specific courses and sessions which they take together. Care should be taken to ensure that no - or at least the minimum - feeling of separation, competition or antagonism arises because of differences of status, remuneration or training between professional and volunteer leaders. Certain elements will be common to all training of youth leaders and indeed to the training of young people. The amount of time and the detail which should be devoted to such elements will vary according to the particular form of youth leadership to be undertaken, that is, full-time or part-time, administrative or instructional.

Most developing countries suffer from shortages of middle- and higher-level manpower and from the lack of facilities through which to train this manpower. Priorities will have to be established within the comprehensive planning of human and material resources as to which kind of employment and training should be encouraged. Youth leadership, therefore, finds itself in competition with a number of other professions. It has only comparatively recently emerged as a profession even in the highly industrialized countries and there is still uncertainty about the content and method of training for it as well as its validity as a separate discipline or occupation. It is therefore likely to fare badly in comparison with the better established and recognized professions in education, health and social welfare. Nevertheless, a strong case can be argued for giving youth leadership high priority in the present demographic, economic and social situation of most developing countries. An adequate training policy cannot be expected unless certain prior decisions of policy have been taken which allocate priority to youth work as a whole.

It is obvious that it is of the greatest importance to secure training staff of the highest calibre, and that there should be a policy to ensure that these trainers do not get "stale" but remain in touch with the realities of the youth situation. This will involve granting them study leave, facilitating interchange between teaching posts and practical field posts, obtaining fellowships and study grants to enable them to make comparative studies overseas and so forth.

C. Organization of training

Recruitment for youth leadership should be seen as starting among youth themselves, for example, senior member training, patrol leaders, chairmen and secretaries of clubs, groups, and associations. Recruitment and selection of trainees is directly related to and dependent upon the reason for providing the training in the first instance, and the specific post and type of leadership which the trainee will undertake. Recruitment from within an organization requires that there should be visible incentives for members to wish to become leaders and to take training to that end; recruitment from outside the organization requires that adequate information should be available so that potential recruits can learn of the existence of the organization, the need for their offer of service, what will be required of them both during training and after it and what rewards, whether material or not, they may expect.

Like training itself, selection should be a continuous and progressive process. It may take two forms, self-selection and selection imposed from outside by external criteria. To insist on selection in the form of educational, psychological or other forms of test may not be realistic, when the supply of leaders - as is most frequently the case - is considerably below the demand. However, some minimum requirements can and should normally be maintained. Entrants should have a basic understanding of the broad aims and methods of the type of youth work they will be undertaking; they should be in general agreement with the principles and aims of the service or organization within which they will be working; and they should be free of personality or other disorders which might have a harmful effect on the young people for whom they will be responsible.

It is difficult to prescribe any particular educational level which should be generally regarded as the minimum qualification for acceptance into training. For entry to training for a professional career, it will be desirable for this standard to be on a par with that required for entry into training as a teacher or a social worker. Perhaps the most important prior qualification for acceptance is that of successful practical experience in youth work as a volunteer leader. It should be borne in mind that although peer youth leaders in general may be expected to produce suitable candidates for training as professional adult youth-leaders, it should not be taken for granted that all young people who have been successful leaders of their peers will therefore be able to adjust to the rather different role and status of a professional adult youth-leader.

Pre-service training will vary in length and content according to the educational level and practical experience of the entrants. For those entering professional careers for the first time, a minimum period of six to twelve months full-time training may be desirable. Other possibilities include a fuller and more formal course of a duration comparable to that of a university course, but as a general principle it is probably more effective to plan for rather shorter pre-service courses followed by further training during service, either on a part-time basis or through a progressive succession of short full-time courses.

However training is organized, a key feature should be continuing supervision of a tutorial and educational nature, rather than the type of supervision associated with administrative inspection and control.

Subject to limitations of economic and manpower resources, for example, the availability of suitable training staff, there should be a variety of training facilities equitably spread over the different geographical and cultural areas of a country. As far as possible, training should be brought to trainees, rather than vice versa. This is above all true of volunteer leaders. In practice, this is likely to lead to a larger number of comparatively short locally based training courses, rather than fewer and longer courses which have to be on a residential basis because of the distance of the training centre from the homes of the trainees.

Residential training, despite its expense, has well-known benefits, such as the concentration and intensity of work, the building of a group spirit, which is of particular value in the early stages of creating a new profession, the close interaction of trainers and trainees. Some countries have found it valuable to establish national youth leadership training centres. On the other hand, it is necessary to take precautions to prevent the residential training centre from becoming a self-centred group and failing to play an active and practical role in the life of its local area and community. Moreover, if training courses are of longer duration, there is some danger that trainees will become estranged from their home environment and even from the kind of milieu in which they will subsequently have to work.

Practical work in the field should be considered as an essential part of training. No one should receive qualification as a full-time professional youth leader without having satisfactorily undertaken a specified amount of field work with young people. For this to be possible, it is necessary to have a number of effective youth leaders who can supervise students during their field work. Suitable arrangements should be made to give these supervisors the necessary supplementary training in how to supervise; and, in addition, they should be properly recompensed for their additional training responsibility.

Few, if any, non-governmental youth organizations at the local or national levels will be in a position to sustain the burden of sponsoring training for full-time professional youth leaders. Such courses will in most instances be organized by government, either directly or working in co-operation with specialized educational or training institutions. On the other hand, the training of volunteer and part-time leaders may be undertaken both under governmental and non-governmental auspices or under a combination of the two. Much will depend on the pattern of educational administration and financial arrangements in different countries. It has already been suggested that there may be common features in the training of several professions, including youth leaders. It follows that there may be possibilities of organizing training for youth leadership within institutions that exist already for allied professions or are created to provide other forms of training.

In some cases international youth organizations have established regional training centres drawing trainees from several countries which have language and other characteristics in common. Proposals have, from time to time, been made that the United Nations system should help to finance similar inter-governmental regional training centres, but the difficulties have so far proved insuperable, nor is it yet generally agreed that this would be an effective instrument for training youth leaders, in view of the many differences in approach between one country and another. Some national training centres accept students from other countries and this appears to be a satisfactory system.

It may be useful to consider the establishment of a national training service rather than a national training centre, thus avoiding the heavy costs of acquiring and maintaining a building and the inflexibility which the existence of the building and the need to utilize it fully appear to give to all subsequent training programmes. A training service would consist of a small nucleus of full-time trainers working from a small office: on demand they would organize and run training courses adapted to local needs; they would supplement their own resources by co-opting specialists on an ad hoc basis for each course. Courses would be held in local buildings, e.g. in vacation periods in schools and universities, in hostels, and in non-residential centres.

Financing of training courses should, in addition to basic costs of premises, staff and equipment, also cover the travel and maintenance of trainees. In some cases of volunteers, it may also be necessary to include compensation for loss of earnings. This problem can also be met by making it obligatory for employers to grant leave with pay for attendance at approved training courses for youth leaders. At the international level, UNICEF has sometimes included in aid to certain projects an allocation for stipends to be awarded to trainees at youth leadership courses.

D. Content and method of training

In view of the different roles one youth leader may be called upon to fill, and of the many differences in the types and levels of youth leaders as well as the great diversity of forms of youth work, it is virtually impossible to be very precise about the content of training. Moreover, in many cases training will be a supplement to one or more forms of specialized education and training which the youth leader may have already taken within other professional streams, whether it be education, social welfare, law, agriculture or technology.

Training as a whole - though this need not all be contained within one course, whether this be of a pre-service or in-service nature - should cover: the aims and principles of the youth service and/or organizations within which the youth leader will work; the development - intellectual, emotional, physical and social - of children and young people both as individuals and in groups; the social, economic, cultural and spiritual background against which the youth leader will work; techniques and methods of working with young people; specific skills to be utilized within programmes of activities; programme planning, administration and elements of financial control; and values and self-awareness. These broad headings can be sub-divided to an almost limitless extent, so as to include, for example, health

and hygiene, applications of science, social and labour problems, civics, sport, international relations, and so on. A European survey 1/ covering training curricula in nine countries shows ninety-eight different topics included in the training courses of at least two countries, while in France alone a comparison of nine training **syllabi preparing for the State Diploma for Adult Education** Advisers (DECEP), a qualification often obtained by professional youth leaders, revealed the number of subjects covered to be about fifty. 2/ The following paragraphs give no more than the barest indication of a few of the points which might be included under each of the above headings.

Aims of youth organization. The intensity of the ideological purpose of a youth organization will directly influence the amount of time which is devoted to training leaders in its specific aims and methods. Thus, organizations which have particular religious and/or political objectives normally regard these aspects as being of major importance in a training programme. For all youth leaders it will be important to include information about forms of youth work other than their own organization, and especially about the services available to young people through various governmental and non-governmental channels: these might include educational and vocational counselling, specialized forms of education, opportunities for continued education, vocational training, physical and mental health services, and welfare services, political and religious information. Youth leaders should be helped to see themselves both as members of a particular movement or organization in which they have a special responsibility towards their fellows and juniors, and as part of a far wider range of institutions, services and organizations devoted to the general welfare of young people and to enabling them to play their rightful role in the development of their community, their country and the world.

Youth development. Youth leaders should understand the complex development processes that take place as human beings grow to maturity, strive to find their place in society, and seek to mould that society according to their desires and ambitions. Such an understanding must be based on observation of young people and on informed insight into the personal experience of each individual. In theoretical terms, this involves some appreciation of the norms of the physical, physiological, psychological, intellectual and emotional development of the human being. As important as the understanding of the human being as an individual is that of the individual-in-the-group and the individual-in-society. Frequently, the particular technique of the youth leader is closely linked to the social development of young people and to their perception and implementation of their role in society. It is, however, vitally important that trainees should not be led to study youth development either as a wholly academic and theoretical exercise or in a sectoral and fragmented way. Their training, which will necessarily be adapted to their own educational level and to the level and type of leaders they intend to become, must essentially help them to see individual young persons as whole persons, each with personal and different characteristics and yet directly affecting and affected by a complex network of relationships with family, friends and the community at large.

1/ Vessigault, The Status and Training of Youth Leaders. Strasbourg, Council for Cultural Co-operation, The Council of Europe, 1969, pp. 316-7.

2/ Op. cit., pp. 188-9.

One of the rarest types of person and one of the most valuable for the training of youth leaders, is the medical, psychological, educational or sociological expert who knows this subject but who is capable of presenting it in unacademic and pragmatic terms which can be understood by youth leaders and applied by them in their day-to-day work. So few of such useful trainers are in fact available, even in countries with large numbers of highly trained experts in child development, that this scarcity provides one of the strongest arguments for the holding of joint training sessions or courses by different youth organizations and services in order to make the best use of so scarce a resource.

Social and economic background. If the central feature of study is to be "man-in-society", it follows that in addition to the study of man, there must be a parallel study of society. This means society in all its aspects, and the question of presentation thus arises again and, in particular, a difficult problem of selecting the aspects most relevant to the work of the youth leader. As the involvement of youth and of youth organizations in programmes of development grows, so too there is an increasing need for all who work with youth to understand the key factors of development, whether this be the role of agriculture in national development, or the effect of world market prices on national economy, or the cultural obstacles to change in local communities. It is unreasonable to expect that youth leaders, whether professional or voluntary, should become expert in all such matters, but at least they need to acquire a basic understanding and the information needed to help young people find the answers to the questions that they pose on social and economic affairs. Such information may be in the form of printed material or of access to specialists and experts.

Techniques and methods. Several methods of working directly with young people can be distinguished although they are not necessarily practised separately. Work with individuals may take the form of giving instruction, supplying information, giving advice, including vocational guidance, and encouragement, eliciting self-perception, providing moral and material assistance. Working with groups may include group organization which may take the form of enabling a group to identify and achieve its aim or aims. This may range from simple tasks such as organizing a football team to more complex ones, such as organizing a literacy campaign. The role of a leader may vary greatly; in some groups at certain times he may have to initiate proposals, stimulate discussions about them, supervise their implementation provide material resources, give instruction, make administrative arrangements and so on. For other groups, in different circumstances, it may be preferable for him to act as a catalyst, to occupy a position in the background or to be little more than a resource person, available if called upon. Group work involves a more precise use of the skills of the youth leader to utilize the various processes within the group (group formation, personal relationships, programme of activities) so that the maximum social benefit is derived from them both in terms of the development of the personality of individual members of the group and in terms of the integration of the group into society. This form of social group work can be of particular value in giving young people the capacity to participate, in helping them to adjust to each other, in giving them a sense of achievement, in helping them to develop a sense of personal responsibility and in enabling them to develop their own potential for leadership. Working with large numbers of youth may take the form

of running large camps or mass rallies of youth. It will involve a higher degree of administrative and management skills than work with individuals or small groups. Other techniques and methods not wholly concerned with face-to-face work with young people also come into play. In addition to administrative techniques, which will certainly be required, it will be essential to have training in community work. This may take various forms, such as interpreting the needs of youth groups and other sections of the community; acting as the representative of youth in making requests or proposals to authorities, both local and central; determining in what ways community service by youth can be fitted into the over-all needs of the community. In particular, it is necessary for a youth leader to help youth to identify their own role within the community and to fulfil their part in its development. This is a relevant task for youth within the local community as well as in the national and international community.

There should also be training for the use of specific skills. The range of skills which may be included within programmes of youth work, and therefore skills in which youth leaders should have some training, is limitless. For many of them, specialized training may exist, for they are skills which have to be acquired by others apart from youth leaders. This would apply to physical education and sport, to a wide variety of cultural and educational skills, and, above all, to vocational skills whether in industry, commerce, agriculture or handicrafts. High levels of skill are respected by young people, who in most cases are not content to be instructed in a mediocre or "amateurish" fashion merely because they are taking part in a youth group rather than a more formal educational or training institution. On the other hand, the context of the youth group, the out-of-school and informal atmosphere, frequently make additional demands on the youth leaders, who in such circumstances cannot rely on the external sanctions or incentives provided by an imposed or authoritarian apparatus of discipline or a fully recognized academic system of recognition and qualification. Thus, management as practised through sensitive human relations and an understanding of the attitudes and reactions and motivations of young people is an indispensable skill additional to all the others. While in large measure such skill may depend on the personality structure of the individual youth leader, it can be acquired in most cases and certainly improved in all cases as a result of training.

Programme planning and administration. It has already been suggested that training in administration should occupy an increasingly important part of the total training given to more senior youth leaders, that is to say, those whose work tends to take them away from direct face-to-face contact with individual or small groups of young people. Instead, they are more involved in administration, financial management, fund-raising, planning of programmes and the representation of the interests of youth in the national and international community. Some of these leaders will have a professional training in administration or a similar discipline which will fit them for their task, provided they have also had the direct personal experience of being active with young people or as young people themselves.

For the larger numbers of youth leaders responsible for programmes with smaller groups of youth, training in administration should take the form of simple accountancy, forms of record-keeping which give the maximum of needed information

about people, material or activities with the minimum of effort, practical exercises in the planning and supervision of programmes of activities, whether these are educational classes, cultural presentations, agricultural or construction programmes or leisure-time recreation and sport. For the type of programme-planning required, youth leaders have to combine the knowledge they have gained from most of the other parts of their training programme. Thus, the programme must be suitable for the stage of individual development, physical strength and intellectual capacity reached by the young people. It must be consistent with the aims of the organization. It must be relevant to the economic and social needs of the situation; and it must be applicable within the limitations of the resources such as finance, manpower, expertise and material, available to the young people.

Values and self-awareness. Youth leaders, when asked why they got into youth work, whether in a voluntary or a professional capacity, frequently reply in terms of their belief in a moral obligation to help young people learn how to live a "good" life. Such concepts of the "good" life and also of the "moral obligation to help youth" are often closely associated with beliefs and values of religious origin or based on a humanitarian philosophy. Another factor which may inspire youth leaders is a sense of patriotism, and a desire to develop their country by making the best use of the human resources available. Training for youth leadership should include objective discussions of the trainee's motivation, in order to help him to see clearly the basis of his own action and to enable him to communicate positive values to young people. Most individuals derive personal and "selfish" satisfaction from work of this kind; this may be especially true of voluntary youth leaders. In itself this may not be a bad thing, unless it leads to the exploitation of young people and their being treated as objects to satisfy the authoritarian impulses or desire for power of the youth leader. Self-awareness, therefore, is a quality to be developed in the course of training, but doing so requires considerable tact and restraint, for a clumsily presented analysis may well lead would-be youth leaders into a stultifying process of introspection and a self-conscious avoidance of any involvement. Those engaged in youth work professionally have a constant opportunity, and even a recurrent temptation, to use their skills and techniques in such a way as to manipulate young people for ends, the nature and significance of which they may not perceive or understand. It thus becomes imperative that, as in other professions which have by their skills and techniques, acquired a potential control of the bodies and minds of their fellow human beings, there should exist a shared professional ethic based upon a shared professional conscience. In training, therefore, the discussion of individual values and motivation should lead naturally to the discussion of what is involved in this respect at the corporate level among those engaged in youth work.

Training methods. All kinds of training methods have their place in the range to be used for youth leaders. Essentially, a method should be selected because of its particular appropriateness for the type of trainee, the subject to be learned and the resources available. In most educational circles, it is repeatedly agreed that the formal lecture or address is probably one of the least effective methods of transmitting knowledge, understanding and skill. It is therefore tragic that it still persists and is perhaps the most commonly used training method. Youth leaders, whatever their level or status, should, in the course of their training, have direct experience of as many different educational techniques as possible,

and they should have this experience both as "teachers" and as "students" so that before they, in their turn, proceed to use these techniques, they understand what their impact feels like at the "receiving end".

The application of active methods, of the principle of education by doing, of role-interchange so that present and future trainees experience the role of a trainer is of especial importance in the training of trainers, that is to say, of those whose special task it will be to train other youth leaders. Such trainers will also require special training in how to be supervisors, that is, how to discharge a continuing training function by giving advice and support to youth leaders while they are "on the job".

Perhaps the most important part of training methods is to achieve the right balance and integration between the theoretical part such as lectures, readings and discussions and the practical part such as field work practice and actual work.

An important aspect of training is the employment of the most suitable training material in the form of books, audio-visual aids and other material. For most countries, this will have to be developed locally so as to ensure that it fits the local conditions and needs. Collections of such material, however, such as may be expected from UNESCO regional documentation and study centres for youth, can be of great value in demonstrating what is already available and suggesting suitable directions for further local experiment. Some basic texts on methods of youth work and organizational matters will also prove valuable in translation, even if they were originally written for a different set of cultural and social conditions.

E. Evaluation

Much remains to be done in devising methods for the evaluation of training. Methods of organizing, content and method of teaching, standards of recruitment and selection are adopted and discarded casually, frequently without any pre-testing to determine their likely usefulness and without any follow-up to discover what their effectiveness has been. The problem is in fact a difficult one and it is rare to find that any finances or personnel are allocated to undertake evaluation. Yet, it should be self-evident that precise and practical evaluation could lead to the avoidance of considerable waste of manpower and money in the training process.

In general, the criteria to be used in evaluating the usefulness of training will depend on the objectives of training. The basic question to ask is whether the training has achieved the objectives laid down. Presumably, one common objective is to have a reliable supply of youth leaders who can help their own and succeeding generations of young people to respond actively and co-operatively to their changing environment. A crude measure therefore would be the quantitative one. Are there more youth leaders, professional or volunteer, than previously? Are there enough youth leaders? Even such an apparently obvious criterion is not wholly satisfactory, for it may be argued that the purpose of training many young people is not necessarily that they should all become youth leaders as such. The purpose may be to help them to improve their personal potential so that they may

exercise leadership in other areas of society, in politics, in the arts, in sport, or in international affairs.

Qualitative criteria are even more difficult to establish than quantitative ones. Moreover, it is debatable, even in situations where such criteria can be agreed, and where performance can be assessed, to what extent this performance is due to the training received rather than, for example, to inherent traits and the natural capacity of the youth leader or to the particular conditions, such as the availability of resources and the attitude of the local community in which he works. Perhaps one of the more practical forms of evaluating training is to ask former trainees to give their frank opinions on the different components of the training they received. To be most useful, such an enquiry might be undertaken after they have been engaged in active youth work for some two to three years after completing the training course. In addition, the possibility should not be overlooked of doing some evaluation of training by means of a survey of "consumer" opinion, that is to say by asking the young people in the organizations or groups to express their views about the work of the youth leaders with whom they have been in contact. In some organizations with very formal structural arrangements or an authoritarian or paternalistic approach to leadership, such an enquiry could probably not be undertaken without incurring the risk of creating a disturbance in existing arrangements and relationships.

Above all, the purpose and methodology of evaluating training require further study, practical experiments and discussion.

V. THE TRAINING OF YOUTH LEADERS

United Nations Educational, Scientific and Cultural Organization

A. Introduction

Never in the history of man have governments, teachers and parents been so forcefully, dramatically and universally challenged by the problem of educating youth as they are today.

The various characteristics of contemporary youth, which have come to contest every aspect of our society, seem to have remained for a long time in a state of gestation before finally exploding with all the force we have witnessed.

Already in 1964, at the International Conference organized by Unesco at Grenoble to discuss youth problems, a number of participants had perceived and pointed to certain signs of what was to come.

The spread of a certain unrest among youth in all continents shows that its causes tend to be universal, though they seem to be very varied, and as yet not clearly defined.

But the situation is already so serious and has become so widespread as to highlight the importance of youth education, and in particular the crucial problem of what youth leaders and their training should be.

What kind of leaders are needed for this youth which has raised its head in society today in a sudden affirmation of its long ignored or belittled personality, and in a blunt revelation of its aspirations which seem to challenge the traditional values of society?

Perhaps we are not going too far when we ask ourselves: "Does it still need leaders, team-leaders and mentors?"

The problem is increasingly topical and urgent. Society seeks an answer to, and in the first place an explanation of, the sudden surge of contesting youth the world over.

Althcugh the phenomena are not studied thoroughly and the young have not as yet been associated in the search for causes and solutions, those responsible for youth education seem to be primarily concerned with knowing how to train leaders who could help to bring about the reintegration of youth in society, in other words, who could successfully bring them back to acceptance of traditional institutions.

Yet, while today's events may suggest a new apprcach, the rational course at present should be to give due attention to the necessity for a closer understanding of the needs and aspirations which so powerfully motivate the behaviour of the young, and then to draw the necessary conclusions for the training of leaders.

Among these needs and aspirations, the following may be mentioned:

The need for freedom. In our day the need for freedom is felt throughout society, but it is felt particularly deeply by the young.

The breakneck speed of production, total subjection to ever-increasing consumption, the rigid hierarchy of administrative centralization, the impediments resulting from a swollen bureaucracy, are some of the many modern social factors which restrict individual freedom more and more and lead to a rejection of authority, whether political, religious, academic or other.

If the concept of youth leaders and their training were to be based on such a hierarchical system, the young, failing to find in it structures meeting their need for freedom, would reject it out of hand.

Need of young people to assert their personality and their place in society. The personality of the young people of today has developed early; they have become aware of their existence in society as a clearly differentiated entity.

It follows that they feel the need to assert themselves as individuals and want to take their place in society and play their own part as fully-fledged citizens.

Modern media of information and culture have brought the minds and personalities of the young to early maturity, so that they have outstripped the gradual and methodical action of the traditional educational environments: the family and the school.

Furthermore, youth as a differentiated social stratum is born of the combined effects of a democratized education and of demands for the qualifications that are implicit in technical and scientific progress.

It was pointed out in a study by the Unesco Youth Institute at Gauting that technical and social evolution had made it essential to extend general compulsory school attendance; it had also led to the extension and improvement of the intellectual and technical training given to individuals in all branches of production and labour; and a longer apprenticeship has produced a class of young people that could be defined by the way it related to society as a whole.

Thus young people, endowed as they are with a personality that seeks to assert itself, and aware of being a social stratum confronting the adult world, would hardly accept leaders who came to them as representatives of adults, armed with discretionary powers and in a way obstructing the need of the young to assert themselves as individuals and as a separate group.

Need for action and initiative. Youth is essentially the age when individuals, because of the psychological and biological stage they are going through, feel a constant and natural need for action and initiative.

This should be particularly borne in mind in a healthy and effective approach to youth education, and special attention should be paid for this reason to the choice of leaders and to their subsequent training, so that youth activities are not organized restrictively, but on the contrary, in such a way as to encourage and foster initiative.

Youth leaders who failed to share that youthful energy would be cut off from the young or left behind.

Need to feel secure about the future. The development of science and technology has led to increasing insecurity of employment and to professional instability in the world of today, more particularly in industrial life.

Young people who have reached the age of vocational training and are embarking on a career are particularly susceptible, and so are anxious about their employment and their future.

Mr. Alfred Grosser, in an article published in Le Monde of 30 April 1969 on the social and economic features of society today, wrote as follows:

> "The most important change is that change has become permanent and stability impossible. In such fields as production, knowledge and occupational activities, change no longer consists of passing from one state to another where one can at last live on the experience acquired. The change that has taken place means that a certain state of insecurity has become permanent and this runs deeply contrary to the traditional desire that tomorrow should be like today, that one should be able to enjoy the income from a position acquired through a diploma, that a diploma should provide its holder with a regular income, that a product should have a guaranteed market, and that a trade is learned once and for all."

It is true that vocational training in specialized schools no longer secures a definite title valid for all time. The title is gained by adaptation to new industrial methods which are in perpetual progress and require a new qualification for every new change made. Hence the instability of careers and the feeling of insecurity.

The young feel this insecurity all the more acutely in that they are still dominated by the traditional concept of safe jobs based on qualifications acquired once and for all.

Youth leaders trained to exercise a certain traditional authoritarianism, rather than to have a knowledge and understanding of youth and its problems, would come up against uneven tempers and susceptibility among the young arising from this anxiety about the future.

Need for an absolute. An undoubted feature in the psychology of the young is a certain yearning for the absolute, reflected in a stubborn search and unyielding demand for a strict logical relationship between what is and what should be.

There is therefore nothing surprising in the fact that the young are disturbed, shocked and revolted by the realities which they discover in daily life and which to them are nothing but a permanent contradiction - the contradiction between the traditional values to which adults cling and the new ones which go with modernity, the contradiction between the vast economic and technological possibilities of the world and the shocking way in which their benefits are distributed, the contradiction between plenty and want, between proclaimed principles and acts.

So many contrasts and inconsistencies cannot leave the young indifferent for long, and help to explain their desire for escape or revolt.

"Less than ever before can young people, with their need for absolutes, put up with the injustices and disorder of the world."

Youth leaders not receptive to or aware of this state of affairs and this attitude of mind, which must find expression in free criticism, would meet with resistance, an absence of adherence and participation and a lack of confidence which would undermine the whole programme of activities.

These few elements relating to the characteristic features of the psychology of youth today show more particularly that, without a knowledge of the needs and aspirations of the young, and especially if they are not closely associated with the difficult task of their education and peaceful introduction into society, any attempt to train youth leaders would be doomed to failure, or at least play only a marginal rôle.

It is obvious that inherited qualities and atavisms make the world of the young an as yet undifferentiated replica of the world of grown-ups, whose favourable and unfavourable qualities are potentially present until such time as they can be applied. But it is equally certain that the natural psychological dispositions inherent in young people give youth a leading place in the progress of mankind and the triumph of its new values, provided that society is capable of placing its trust in the young generations and creating the circumstances that will give free rein to their energy, enthusiasm and generosity.

B. Society's attempts to educate youth

The phenomenon of the sudden explosion of youth which is now disturbing the social order throughout the world in no way signifies that society has neglected its duty to educate the rising generations.

Society has throughout the ages been concerned with the education of youth, and in its constant desire to guarantee the continuity of its technical and cultural values, it has never failed to shoulder its responsibility for such education.

The problem over the centuries has been to integrate the young peacefully in their social environment so that having acquired the desired experience and learned the ways of society, they might ensure the latter's survival.

In the second half of the twentieth century, our society has its own way of educating youth: in the family, in educational institutions and universities, and through so-called out-of-school education.

For some years past there has been a marked tendency to lay stress exclusively on out-of-school education, on the tacit assumption that the problems of the other two forms of education had been solved.

We shall see later that the world-wide upsurge of youth has suddenly raised the general problem of education in all its aspects.

The great majority of States and their governments have therefore shown their interest in out-of-school education for the young, and made praiseworthy though insufficient efforts in that direction.

Existing experiments have been encouraged, expanded and even rationalized, and fresh ventures have been started by governmental youth services.

They are fairly varied in subject and importance, already offering a selection of youth activities ranging from outdoor sports of an educational nature and cultural and artistic activities to professional initiation, training or animation.

All these experiments, based on a wide variety of youth organizations, soon led to the crucial problem of training youth educators, who will be referred to here as youth leaders.

The problem is all the more complex because, given the tremendous variety of organizations in which they operate, no standard definition of a youth leader is possible.

1. Where youth leaders operate

Without attempting a systematic classification, it may be helpful to have an inventory of what is being done today in out-of-school education, an inventory that is necessarily brief as the documentation available on the subject is still very insufficient. A systematic classification is in any event impossible, since each group can be placed under several headings:

Private youth organizations were first in the field of out-of-school education, whether based on groups of young people of the same generation, adults with a vocation for youth leadership, or even church groups, so that their historical importance in contemporary out-of-school education cannot be denied. The movements can be distinguished by their aims.

The groups engaged in outdoor educational activities include the Scout movement, sports associations, outdoor associations, youth hostels and pioneer movements.

The groups engaged in art and cultural activities include theatre companies of young people, choirs, orchestras, folk music and dancing groups, film clubs, camera clubs and clubs for practising the plastic arts. Some organizations such as young agricultural workers' movements, young industrial workers' movements and science clubs offer vocational and technical activities for beginners or youth animators. Others again offer civic work through voluntary service corps, mutual aid associations, and the youth sections of trade unions and political parties.

Student organizations, though run by the actual school pupils or students, are characterized by a certain university and school esprit de corps. They combine union aims with a wide variety of cultural aims.

Governmental youth organizations comprise various out-of-school education activities under the direction of national services which are generally attached to a ministerial department for youth. These activities are more or less governmental depending on the various political systems. They can be grouped as follows.

Outdoor educational organizations, including sports organizations, youth labour corps, holiday camps and youth exchange movements for tourism and cooperation.

Cultural education organizations include young people's clubs, young people's instruction centres and young agricultural workers' clubs.

Organizations for professional initiation, training or animation, for example, civic services for agricultural training, civic services for general training and young agricultural workers' clubs.

National youth organizations represent a national regrouping of youth for the purpose of co-ordinating the activities of the various youth organizations of a country and of indicating youth's presence in society.

They can be divided into non-political national organizations such as national youth councils and national committees for the co-ordination of youth, and national political organizations, which have sprung from the regrouping of youth at the national level in response to its need for political affirmation and participation. In some developing countries, regrouping reaches the stage of a single national youth movement, generally forming part of the single-party system.

So great a diversity of youth organizations is bound to imply an equal diversity in the concepts of the functions of youth leaders, so that, to begin with, the problem of their training is extremely complex.

2. The various types of youth leaders

Here too no attempt will be made to give a systematic classification of youth leaders, for no such classification exists. Instead, an attempt will be made, on the basis of practical observation, to bring out the various trends which inspire the work of youth leaders.

Youth leaders may be grouped from the technical point of view, that is, from the point of view of what functions their qualifications cover.

All-round leaders possess the general knowledge required by the varied nature of the youth activities for which they are responsible. Such knowledge is generally based on experience, plus courses in which they are trained to some

extent to teach leadership and management techniques. Their tasks are varied. They co-ordinate youth activities, lead groups of young people in outdoor movements of the Boy Scout type, run youth clubs and youth information centres, even civic service camps.

Specialized leaders have specified skills which they teach to the young, including beginners. Their qualifications are sometimes, even frequently, backed by a diploma. They may be leaders in sport, in art activities and youth labour camps, or instructors and extension workers in professional initiation, training and animation activities.

Animators do not necessarily have the technical training needed for specific activities; on the other hand, they have other, human qualities which help them to make contacts and to exert an educational influence.

Leaders may also be grouped from the point of view of their status:

Voluntary leaders. The voluntary nature of the work of private organizations has played a very large part in the development of out-of-school educational activities. It is characterized by the voluntary nature of the work, dedication and enthusiasm which have made for its greatest successes. Voluntary leaders generally work in their spare time.

Professional leaders are paid for the work they perform. Their competence is therefore officially recognized and they often enjoy a certain administrative status. They are growing in number as a result of the increasing interest shown by States in out-of-school education, and thanks in particular to the action of governments through their specialized services.

3. Training of youth leaders

From the variety of duties and qualifications of youth leaders in out-of-school education as carried on today, and which have been mentioned in this brief review, we can see how difficult and complex is the problem of training them.

Regarding it as its duty to intervene wherever future citizens and future workers are being prepared for the tasks ahead, the State has wanted to ensure that the youth leaders and educators in whose care the rising generations are placed are properly qualified.

It follows that voluntary leaders have been obliged to offer solid guarantees and to provide for an appropriate training programme.

In the training of the professional leaders too, it has always been considered that the quality of the education of youth must be safeguarded, the State, i.e. adult people, being the sole judge of that quality.

It is clear that the State is moulding out-of-school education increasingly in the image of school and university education. It plans, directs and supervises, and the young must conform.

4. Youth leader training programmes

Despite admirable attempts to rationalize and even systematize the training of youth leaders, States are faced with serious difficulties due to the very different qualifications required of the various leaders, and also to many factors still ill-defined concerning where professional leaders are to be found, how they are to be employed immediately and, more particularly, in the future, in other words, how are they to be employed when they are too old to continue as youth leaders.

Out-of-school education therefore is still at the preliminary stage, where those experimenting are still groping their way, and this is reflected in the way youth leader training programmes are conceived and prepared.

Training programmes for voluntary leaders. Voluntary leaders begin as members of youth movements in which, thanks to the qualities they possess, they rise to the status of leaders.

They start off, then, with a practical experience of the various activities of their groups, to which must be added work at meetings and congresses, inter-youth-group contacts and the reading of reviews.

After this initial experience, a series of weekend courses or of residential courses lasting from four to fifteen days, organized as part of the youth movements with government aid, give them a more thorough knowledge of method, techniques and administrative procedures connected with animation activities.

In this particular case, programmes are as varied as the actual youth movements.

A new category of voluntary leaders has emerged during the past few years to run youth centres and clubs, holiday camps, youth labour camps, and to organize exchanges with young people in other countries.

Training programmes for these various types of voluntary leader consist essentially of an introduction to education in leisure occupations and technical training for such occupations.

Training programmes for professional leaders. Training programmes for professional leaders are practically the same in the various States, as the difficulties of the task are everywhere felt with equal force.

As Mr. Pierre François says in his article entitled, "Tentative appraisal of approaches to the training of youth workers", in the International Review of Criminal Policy:[1] "The whole art of the educator ... has to be developed so that the youth worker can reach young people in the totality of their being - physical, intellectual and moral. The person undertaking such a task must be as whole a man as possible, with a sufficient cultural background and with personality. He should have acquired a

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1/ United Nations publication, Sales No.: 67.IV.22.

certain experience of human beings and social incentives before approaching the young contemporaries, who are particularly awkward and demanding ... It follows from these remarks that professional staff, who for the most part have to undertake various duties as organizers and leaders, receive training of a kind which may be classified under the following three headings:

"Strictly professional training includes psychology, sociology, pedagogy, with the accent on the methods appropriate for leisure activities and group living: essentials of organization and administration, elements of law and legislation. In all cases, a considerable part of this training is reserved for practical work or courses;

"General education includes knowledge of scientific, technical and economic development; the current of ideas and forms of culture;

"Advanced technical training includes development of special aptitudes or talents as a means of personality development and of practical co-operation with young people, in such fields as the arts ... sports, civic affairs and foreign languages."

It should be pointed out that this programme is generally based on the experience of developed countries, an experience which often proves beneficial to developing countries through technical assistance in the training of youth leaders.

At the same time, developing countries have youth leader training programmes connected with experiments relevant to their own specific youth problems. These last are mainly the problems of educating large masses of young people with neither employment nor qualifications living in the great urban centres, and young peasants without useful experience or skills. These problems, which led everywhere to the emergence of organizations for vocational initiation, training or animation, such as civic services or young pioneers, produced a demand for specialized youth leaders who are better described as technical instructors.

Training programmes for leaders of this type are based mainly on the various vocational skills which are taught to young people in the various civic service or youth pioneer centres or camps.

5. Examples of ways in which various countries train youth leaders

To give some idea of the of the admirable work now being done in out-of-school education and of the great sacrifices made by certain new States in the Third World for that purpose, some typical examples will now be given of the way in which youth leaders are trained.

Naturally, all attempts have their merits and are no doubt useful in their own special context, but if they were all to be mentioned, this document might prove too long as well as unreadable. The selection made will be in no sense discriminatory, but will simply provide useful examples.

In the developed countries. The information given here is taken from the article "Tentative appraisal of approaches to the training of youth workers", by Mr. Pierre François, a former official in the Adult Education Division of UNESCO, published in the International Review of Criminal Policy.

United Kingdom. The status of professional youth worker can be obtained by successfully completing a course organized by one of the following institutions: National College for the Training of Youth Leaders, Leicester; West Hill College of Education, Birmingham; University College, Swansea; National Association of Boys' Clubs in co-operation with the University of Liverpool; National Council of Young Men's Christian Associations; University of Manchester; Jordanhill College of Education, Glasgow, and the Moray House College of Education, Edinburgh.

A qualified teacher or a person with a university degree in social science is also considered to have the necessary qualifications for a professional youth worker.

In 1960 eleven teachers' training colleges introduced optional courses in their syllabi for those of their students who intended to become youth leaders.

The level generally required for admission to one of the training institutions is the same as for entry into a teachers' training college. Exceptions are made, however, for older candidates, in view of their maturity and ability.

The duration of the courses is usually one year, although it is two years in Scotland, and there is also a two-year course at West Hill.

Netherlands. Training is given by private institutions, approved and subsidized by the State. There are two different systems.

First, there are three schools which undertake the training of leaders for youth education and popular education: youth welfare, children's homes, after-school activities and youth clubs. The general rules for drawing up curricula and time-tables were fixed in a decree of 21 June 1965 by the Secretary of State for Education and Science. These rules established the structure of these schools, which come into the category of socio-pedagogical training colleges. The training, which is both theoretical and practical, lasts three years. In order to be admitted, the candidate must be 18 years old, hold a secondary education certificate and pass a psychological examination. At the end of their training, the students must pass an examination under the supervision of one or more state inspectors.

Secondly, the need was felt for part-time training to increase the practical knowledge of unqualified professional staff who work at youth clubs and community centres. These courses are organized by social academies of which there are three, and last two or three years. The candidates must be eighteen, hold the diploma of advanced primary education and pass an examination to establish that they have the necessary aptitudes for the profession. During the training period, these students must be employed by a youth institution. The course ends with an examination.

In addition, there are important courses preparing students for the child welfare diploma. They are organized either through the social academies or under the auspices of the National Child Welfare Federation. They are intended for persons who work in a child welfare institution and wish to train for the position of assistant leader (course A) or group leader (course B). The courses generally occupy part of one day a week for two years.

United States of America. It is extremely difficult, because of its scope and diversity, to evaluate the work done in the United States in training professional youth workers. It can be said that the main youth movements - for example, the Boy Scouts, Girl Guides, YMCA, YWCA and 4-H Clubs - have their own systems and their own training centres. The professional or semi-professional staff who work with young people not belonging to the innumerable clubs and youth centres generally come from social service schools operating within the framework of the universities. Many also come from the teaching profession. The same is true of the thousands of educational workers who devote themselves to the prevention or treatment of juvenile delinquency.

Special mention should be made, however, of an important programme undertaken by the Federal Government, the Volunteers in Service to America (VISTA). The training of these volunteers is entrusted to institutions known for their experience, their rôle in community services and their ability to offer brief intensive as well as specialized courses. By 30 June 1965, 1,040 volunteers had been trained, many of whom have undoubtedly been called upon to act as youth leaders or educators. The strength of the volunteer service was expected to reach 5,000 by 30 June 1966.

On a wider scale, the Peace Corps can play a similar rôle, since many of the volunteers trained to serve abroad will have to work with youth groups.

France. Training is provided for three categories of professional youth workers, of which the first two - leaders for private organizations and officials for government youth services - come under the Ministry of Youth and Sport, while the third - educational workers for maladjusted youths and juvenile delinquents - comes under the Ministries of Justice and of Social Affairs.

Among private organizations, there is no recognized status of youth leader, but a de facto system is developing since the creation on 31 January 1964 of the Fonds de coopération de la jeunesse et de l'éducation populaire (FONJEP) (Co-operative Organization for Youth and Popular Education). This body, which is mainly under the supervision of the Ministry of Youth and Sports, is an association whose principal aim is to assist in the training and remuneration of professional youth workers.

The number of staff who have had training under the auspices of FONJEP has grown steadily, as the following figures show:

Year	Number of staff trained	Student-months
1964	120	662
1965	335	1,834
1966	700	3,500
1967 (to be confirmed)	1,171	6,557

In 1966, FONJEP spent FF.3,563,000 ($713,000) on training professional workers, of which FF.1,367,807 came from the Ministry of Youth and Sports and FF.2,195,693 from the social security system.

Each youth association trains its own workers. However, preparation for the State Diploma of Popular Education Counsellor, which is awarded either by the State or by private bodies, tends to serve as a common basis for the different training programmes. The State Diploma of Popular Education Counsellor which was established by an order of 24 August 1964, is a means of ensuring that every permanent educator or leader shall have the necessary minimum knowledge. Candidates are not required to have a university degree. On the other hand, the Board of Examiners lays great stress on the importance of several years' practical experience with a youth or popular education association. The examinations are held at the end of the school year by the Ministry of Youth and Sports. They include written general knowledge tests and oral tests.

In 1959, the Fédération française des Maisons de Jeunes (French Federation of Youth Clubs) introduced nine-month training courses. Other private bodies have likewise organized courses, sometimes extending their duration to two years. They include the Ecole pratique de service social (School for Practical Training in Social Service), Amitiés sociales (Social Friendships), Institut supérieur de formation des animateurs locaux (Local Leaders' Training College), Union française des centres de vacances (French Union of Vacation Centres) and Centre de culture ouvrière (Workers' Cultural Centre).

The Ministry of Youth and Sports trains its own leaders, including its ninety technical and pedagogical counsellors and one hundred youth assistants, as well as departmental inspectors and central administration staff. Although there are no special courses for them, all are called upon to participate in various study programmes organized by the Ministry. In addition, the technical and pedagogical counsellors must pass the examination for the State Diploma of Popular Education Counsellor.

Finally, one may note the efforts made, under the auspices of the Ministries of Justice and Social Affairs, to train educational workers for supervised education, who are employed in establishments for the detention or treatment of juvenile delinquents. The Ecole d'Etat des éducateurs de l'éducation surveillée (State School for Supervised Education Workers) has an annual intake of 150 students for a two-year course. The average age of the student is twenty-one and the academic

qualification required for admission is the Baccalauréat. In addition, fifteen State approved private schools admit a total of 700 to 800 students every year and train them during three years. The cost of training an educational worker at the State School is estimated at about FF.20,000 ($4,000).

Union of Soviet Socialist Republics. Training is given for two categories of youth leaders - specialized instructors and all-round leaders or educational workers. In connexion with the first category, it should be noted that less need is felt for professional staff because it is customary in the USSR for specialized volunteers, including prominent persons with the highest qualifications, to devote part of their free time to youth organizations and institutions.

There are two types of training. The first type, which is regarded as a variant of that given to teachers and instructors, is provided by teachers' training institutes at the university level, and entails a four or five-year period of study.

The second is provided by the Komsomols. The Soviet youth organizations have their own schools, a central one in Moscow and others in the different republics of the Union, which give instruction for a period of between three months and one year.

In the developing countries more attention is given to the training of specialized instructors for the professional initiation, training and animation of youth, than to the training of all-round leaders for actual out-of-school youth activities. However, some work in training youth leaders and holiday camp monitors has already proved interesting and is worth mentioning.

Algeria. In order to provide for the general education of young people between fourteen and seventeen in the Foyers d'animation de la jeunesse, the Algerian Ministry of Youth and Sports has had to train hastily many directors and educational workers by means of three-month courses, often supplemented by short periods of practical instruction to introduce them to various special subjects. The extension of the duration of the training courses is under consideration. A six-month course was introduced in 1966 for national instructors who will train local leaders and supervise the quantitative and qualitative development of youth activities in the different regions. There is also a training centre for educational workers (professional staff) responsible for maladjusted youths and juvenile delinquents.

Mali. A decisive step has been taken to define the status of professional youth leaders and to institutionalize their training. At the first stage, the courses in the regional teacher training centres for the first cycle of basic education enable students who so wish to study for youth leadership. On completion of their studies in these institutions, these young youth leaders are sent abroad for further theoretical and practical study as part of a programme of bilateral aid.

In the early stages of the institution, civic service instructors were given residential brief intensive training courses lasting from one to three months, followed by a series of periodical refresher courses lasting one month.

Later, when results showed that the civic service would prove a useful institution, a training school for rural leaders was opened under the Ministry of Development and with aid from the International Labour Office, with an alternative choice for young people who wished to become leaders in civic service camps. In view of its rural interests, the civic service finally adopted the name of Centre d'animation rurale (Rural Animation Centre), as young agricultural workers are trained in it to become the active elements in a modernized peasantry at the same time as to form a volunteer corps of agricultural leaders.

The originality of Mali's alternative course for the education of the young lay in the joint efforts of the Ministry for Youth and Sports and the Ministry of Labour and Civil Service to create a special corps of youth educators, leaders and animators in the Civil Service holding the posts and grades appropriate to their functions.

In most developing countries special attention is given to programmes of vocational education, training and animation in general, particularly as regards the advancement of young people in rural areas. Information of considerable interest on the "Special Youth Employment and Training Schemes for Development Purposes" can be found in Report VIII (1) prepared for the 53rd session of the International Labour Office in Geneva. The document shows that there are three main forms of vocational training and leadership for the young: rural programmes, urban programmes and programmes for young women.

Rural programmes are of two main kinds. In settlement schemes often known as "pioneer youth movements", the aim is eventually to settle young persons as agricultural workers on model farms, in village settlements or co-operatives.

In the Ivory Coast, the Pioneer Youth Organization which forms part of the Civic Service, has a two-year training course and has in its charge one hundred and fifty to two hundred volunteers from five villages who have been taught the use of selected seeds, crop rotation, row planting, and the use of fertilizers, insecticides and irrigation where necessary. In the Central African Republic agricultural training is now given for eight hours a week as part of the elementary and secondary school curriculum and forms part of the activities of the Pioneer Youth Organization. A total of 4,000 young people participate with a view to settling as up-to-date farmers in co-operative villages. Their activities are based on modern agricultural methods and techniques. Similar programmes have been started in Tanzania, Uganda and Kenya.

In Ceylon, agricultural settlement schemes are expected to play the main part in absorbing unemployed young persons. In the two years of its existence, 2,300 youths have been settled under this programme on 9,000 acres of land. The settlement of a further 29,000 is envisaged over the next five-year period.

Training programmes for rural animators. These are intended to provide a less costly and more effective method of encouraging, directly and at the lowest level, the development of modern agricultural skills and methods, by regularly providing to their home areas trained young agricultural workers who can be used as agricultural

animators, e.g., the rural leadership centres in Mali.

Urban programmes. Of all programmes for the vocational education and training of urban youth, the most effective are those which set out to give the young the qualifications needed for employment in the various urban sectors of production.

In Ceylon and the Philippines such programmes are concerned with home construction and public works development, and rely on the initiative and efforts of young people themselves.

In Zambia, beside agricultural training, the Youth Service provides instruction in a number of skills needed in the towns, such as bricklaying, carpentry, simple mechanics and leatherwork.

Programmes for young women. In view of the hitherto crippling effect of tradition, programmes for young women are rare exceptions in developing countries. In the Ivory Coast, the Women's Civic Service, which is independent of the similar service for men, trains 300 girls a year, most of them illiterate on entry. Literacy, civics, hygiene, home economics and diet, gardening and sewing are the main subjects in an education which sets out to make them capable of running a modern home, emancipated above all from obsolete traditions. They must also do basic volunteer work to promote development.

In Kenya, the Women's Corps is also independent of the National Youth Service. It provides instruction in both domestic science and family planning (birth control). Once they have received their training, the young women are required to spread their knowledge in the areas to which they belong.

Staff and leader training. We find from all these experiments that leaders spring from two sources. They are, first, young members of movements who have shown qualities of leadership and technical aptitudes during their period of training in the centres, in cases where the requisite technical qualifications of leaders are not high. Secondly, where the required administrative or technical qualities are high, leaders are recruited among civil servants in general.

In both cases, whatever the qualifications of the candidates selected, the specific nature of the programmes almost always calls for additional training. In general, such training is meant to provide a practical introduction to problems peculiar to youth, and to certain principles essential to human relationships if the young are to offer their co-operation, such as maintaining discipline, confidence and authority, and with the economic and social situation of the regions in which development is to be undertaken.

Some programmes include special courses on the principles of supervision and administration for the implementation of programmes. These courses sometimes even include the basic provisions of social and labour legislation for the young.

Latin America. Youth movements are particularly interested in young people in rural areas.

North American movements of that kind, such as the 4-H Clubs and the young rural workers' clubs, have proved highly successful.

Unfortunately, practically nothing is known of the content and scope of the actual work that has been done, or of the programmes in use for the training of agricultural youth leaders and extension workers.

However, important sessions of boards and seminars have provided documentation of considerable technical and pedagogical value in the form of studies by outstanding specialists on the various factors which go to make up a rational and effective concept of youth leaders fitted for leadership and instruction among young agricultural workers.

The conclusions on training programmes for animators and instructors agree on the particular need for the following: basic technical knowledge of agronomy, knowledge of agricultural working environments; basic knowledge of social sciences, so as to provide, in particular, a better understanding of the cultural and social structure of the community concerned; basic knowledge of adult instruction and education; and practical experience of farming and farm life.

C. General considerations concerning current experiments

While the foregoing cursory review of current experiments in out-of-school education for the young enables us to see what our society has done towards educating the rising generations and bears witness to the attempts of States to find an answer to the worldwide social phenomenon of youth in our time, on further reflection a number of considerations will occur to the objective observer.

1. Lessons to be learned from the experiments

The rate of attendance of young people in the bodies and institutions specially created for them appears to be absurdly low, too low in any case to guarantee the success expected of them.

Some institutions, such as youth clubs, youth information centres, young agricultural workers' institutes, etc., created to deal with educational leisure activities, are intended to attract all young people within a specific zone of influence. Actually, they are mostly frequented by about 10% of the young.

A large majority of young people remains uninfluenced by these institutions and is practically left to its own whims and devices and exposed almost exclusively to the influence of the all-pervasive and anarchic information supplied by radio, television and the commercial press.

This state of things persists despite the individual qualities and educational value of youth leaders and even despite plentiful investments, which are costly and difficult to secure.

Masses of young people often feel left out because of the selective, and therefore inevitably discriminatory, character of certain other bodies. Indeed, there may be some doubt as to what is meant, in some cases, by education for the young through out-of-school activities.

Institutions for vocational initiation, training or leadership do not come up to expectations, particularly in the developing countries.

Results, indeed, bear the marks of obvious faults in concept and training generally in the new institutions, and consequently of the shifts and changes in their activities.

For example, in the case of the civic services in agricultural settlement or animation, it is generally found that, for lack of a suitable psychological and pedagogical approach and the necessary material and technological facilities, training fails to achieve the high standard of example that will rouse in the young agricultural workers the feeling that their occupation is really worth while.

And so, at the end of their training, the most emancipated among them, faced with the traditional constraints of the society in which they were brought up, join the exodus to the big city, all the more easily as the system of living-in acquaints them with higher material and cultural standards than those of the village.

What is clear from the foregoing, and what is significant for States, is that, given the immensity of the problem of youth education, particularly in the developing countries, what has been achieved so far is absurdly little, amounting apparently to no more than experiments, trail blazing, and pilot projects, whereas what is wanted is an immediate answer to the worldwide upsurge of youth.

In view of the population explosion, the fact that hundreds of thousands of young people continue to remain outside education means that the problem remains as big as ever and that its social and economic consequences have become even more threatening.

The most important lesson to be learned from current experiments is that they are based on the traditional concept of education, which believes in exerting authority over the young. Therein lies one of the main problems in the general problem of youth education.

In a word, when we consider how very little has been done by society and how very much there remains to do in tackling the vitally urgent problem of youth education, when we consider the blatant contradiction between the traditional authoritarian approach of youth leaders and the present needs and aspirations of the young, we must acknowledge the continuing threat of challenge which characterizes contemporary youth throughout the world today.

2. The continuing threat of challenge

This is inevitable, not only because existing values have failed to adapt themselves to the mentality and new demands of youth and a vacuum has been created by the absence of values that still have to be found, but also because of a certain hidebound attitude of society towards the changes which must go with progress.

The authoritarian concept of youth education is undoubtedly one of the main factors, perhaps the main one, in this attitude of rigid conservatism. This is exemplified in the very notion of specially trained youth leaders taught to inculcate in the young certain habits of thinking and behaviour in harmony with social values.

A youth leader in this image represents the authority of society, he is the custodian for youth of certain values deemed necessary to their training as future grown-ups, in other words, to their social conformity. In this way, the leader actively gives and the young passively receive.

The contrast is certainly a striking one, and has deliberately been made so, since the intention here is to stigmatize more effectively what is becoming increasingly unendurable to the young.

As we know, such conservatism springs from an old social order and is almost atavistic in society.

But, although the social values accepted over the ages made it possible for such a view of education to play an important part in the harmony of the old social order, should it not be recognized that, with society evolving, the emergence of new values calls for a new approach?

Does not a rigidly conservative attitude lead to a failure to understand the new factors arising from our own social progress, in this particular case, the mentality and psychology of young people today? Hence, there is an absence of an up-to-date knowledge of the main element in education - youth.

Youth is the raw material on which the educator works, and concerning which he must always be posted up to date. Today, youth has changed, and must be rediscovered if we are to give it its new place in society.

It would indeed seem that, unknown to us, youth has become precocious in reaching maturity and acquiring personality. Formerly, the young learned mainly from their parents and school teachers, who also confirmed or disproved knowledge learned in the streets. The progress of the young along the road to knowledge of the world was therefore controlled and tempered by the discipline of social traditions and the methods of school teaching.

But today a third and uncontrolled source of knowledge and information has arisen, in the presence of which parents, teachers and children are on the same footing as persons and judges. That source is the press, radio, television and the

cinema, which have literally invaded modern life, transcended the limits of interdiction and taboos, revolutionized the factors of traditional culture and, lastly, brought the young into contact with the crude facts of society.

Highly sensitive as they are to all things, they have noted all the facts and practices of society, its shortcomings, irrelevances, contradictions and, above all, the collapse of certain traditional values to which adults continue to cling. In a word, they have learned to judge the adults who are responsible for such a society.

And so, parents and educators have been rudely awakened to the harsh reality of youth confronting them with its personality, its own ideas, its violent and exaggerated reactions, all of which seem to them strange, unexpected and incomprehensible.

If, then, we are to meet the challenge successfully, we must get to know this new type of youth.

3. The attitude of the young

Society's attempts to solve the problem of educating the young in an atmosphere of conservatism which is unaware of, or minimizes, the need for a more thorough knowledge of contemporary youth, can lead only to rejection on the part of the young.

Against the background of the worldwide challenge by youth, the normal attitude of the young to any compulsory system of out-of-school education based on the notion of pre-planned and prefabricated youth leaders would be one of outright rejection or refusal to join in, or else of non-acceptance.

Eager as they are to assert themselves, jealous as they are of their freedom of action, they cannot be expected to allow their fates to be decided without their participation or their range of thought and action to be restricted; nor will they be forced to accept values they have already denounced as obsolete.

Adults fail to recognize why the young refuse to submit, and the young find it intolerable that adults will not listen and sympathize. Here lies the conflict between conservatism and youthful reaction against it.

It would be a mistake for developing countries to believe that this clash is peculiar to developed countries. Movements taking place in universities and secondary schools in many developing countries are part of the same phenomenon.

Even the countryside and the confines of the savannahs are experiencing a less obvious but no less disturbing form of challenge, for young African peasants, in contact with modernism and the new wants that go with it, now find the traditional economic order of the family unit difficult to endure and frequently migrate to the large urban centres in the hope of living their own lives, and not merely in search of greater material comfort.

D. Conclusion

In spite of its critical attitude, this paper in no way sets out to underrate the commendable efforts made all over the world in training youth leaders.

But there, as elsewhere, we must beware of any complacency, we must look the facts squarely in the face, and objectively draw from them the necessary lessons.

The aim of this seminar is to find a satisfactory answer to the problem of training youth leaders, and it is with this in mind that we should like to conclude with a number of comments and suggestions.

Let us have the courage to reject the traditional authoritarian approach of youth leaders. In view of all that has been said in the course of this paper, surely it would be better to repudiate rigid conservative ideas and abandon all notion of youth leaders conceived and shaped by grown-ups for young people. The idea of the youth leader as a schoolmaster or drill-sergeant, standing stiffly on guard at the narrow gates to freedom through which the repressed young people would like to pass, is surely completely out-of-date now that the young have risen up in active opposition.

Youth should have the first say. In view of the unavoidable obligation to educate the young and of their increasingly felt presence in society, where their personality and determination to be independent are in contradiction with all that is done without them for their education, should not priority be given to them now, to their ideas on the subject, to their own notion of the leaders to be given them?

Not, for that matter, that the young are ignorant of the notion of youth leadership; it has been spontaneously practised by them in their various age groups sharing the same ideas. But theirs are freely elected leaders, tacitly accepted, whose natural qualities have won them that position. Moreover, these leaders are of the same age as themselves, having the same circle of interests, but in addition fully sharing their eagerness for various activities.

Reliance upon youth's energy, initiative and capacity for renewal. Young people at any time are mentally and psychologically fashioned by the joint influence of traditional social factors and new ones born of an evolving society. Youth is more sensitive to the latter factors, and more dependent upon them than are adults.

Perhaps, if the young are to be peacefully integrated in society, reliance should be placed on the qualities that go with their age. They should be given the means by which they can satisfy fully their need for renewal and test their capacity for initiative, instead of being forced to accept restrictive structures and patterns.

Revision of the concept of youth leaders. While it is true that leaders are needed to educate the young, and that education is pre-eminently "the art of giving", that art will in future have to be renewed in such a way as to guarantee active participation on the part of "him who receives".

The discipline which links the one who gives to the one who receives must become self-disciplined, the differences in status must give way to dialogue and to a spirit of reciprocity flexible enough to encourage exchanges of ideas. And lastly, what is given must not be inculcated or imposed, but suggested, put forward as something to be discovered and accepted as such, thus yielding a rich crop of motivations.

And so the notion of youth leaders will by no means be rejected. If on occasions it has to be toned down to the point of invisibility in a group whose cultural and technical level is sufficiently high, there are on the other hand many cases, above all in the developing countries, where youth leaders will have to be trained, though naturally, along lines suited to the new concept of their rôle.

That means that the leader will have to be essentially a co-operator, sharing fully in youth activities; integrated in the group of young people without losing his sense of responsibility, that is to say, remaining discreetly in the background in such a way as to put the young people first and give full freedom to their personalities and capacity for initiative.

In this way, a growing awareness among the young of their responsibilities will in turn make the leader himself all the more responsible.

The notion of leaders should not be confined to instructors only. The education of youth by youth and for youth's sake, that is, to say for its full development, is the final goal to be aimed at by society in training the rising generations. Such active participation by the young, encouraged by the free play given to all their aptitudes, will give them the driving power to achieve their education. Their ardour, guided by the needs and aspirations and the thirst for knowledge and experience characteristic of youth, is more than youth organization leaders can achieve by themselves. Youth's vocation is to apprehend every aspect of our world, and consequently to concern itself with all branches of social activity, notably the scientific and technical conquests of man.

Our response to the demands of the young for an active education of this kind should surely be to show them broad vistas of life and afford them contacts with experts in all sectors of knowledge and technology, so that their youthful curiosity may be given full scope for the exchange of ideas and experiences.

Then youth leaders will be found on the teaching staffs of universities and institutes, among laboratory research workers and scientists, among skilled technicians in industry, in the circles which form public opinion (radio, television, the press, etc.), in fact, wherever there are still adults capable of understanding the young, conversing with them, and if necessary putting themselves at their disposal.

The notion of youth leadership should therefore not be confined to the over-narrow world of youth movements and organizations alone or be limited to specialized training centres.

Youth training should be made a common national task. The broad approach to youth leadership, the only one suited to the active education of the young, consequently entails mobilization of the whole country's educational capacities and vocations. In addition to displaying its solicitude and exercising its authority, the State will therefore have to use all its resources to offer youth a wide choice of subjects through which it can learn, experiment, and educate and train itself - by a sound co-ordination of all sectors of activity capable of playing a rôle in the intellectual development and technical, vocational and cultural training of the young.

This new approach to youth education will then arouse the interest and concern of greater numbers of the population and create a permanent supply of people available to seek solutions, free of all paternalism or misconceived "leadership".

VI. INTERNATIONAL YOUTH ORGANIZATIONS AND THE TRAINING OF PROFESSIONAL AND VOLUNTARY YOUTH LEADERS

Social Development Division, United Nations Secretariat

International organizations have an important contribution to make to the training of professional and voluntary youth leaders. To gain some insight into the scope and nature of their contribution and the problems faced, a questionnaire was sent to fourteen of some forty-five international youth of youth-serving organizations having consultative status with the Economic and Social Council. Nine of these organizations sent replies or study material on training, and although this is not a large enough sample to provide a comprehensive and definitive study, it is enough to point out trends and raise pertinent questions.

The organizations taking part in the study include:

Boy Scout World Bureau
International Falcon Movement
Service Civil International
World Alliance of Young Men's Christian Associations
World Assembly of Youth
World Association of Girl Guides and Girl Scouts
World Council of Churches/Ecumenical Youth Service
World Young Women's Christian Association
World Student Christian Federation

In this paper, these organizations will be called "international youth organizations" even though several have adult members and many have adult leaders. In general, the text of this study uses the exact wording of the replies of the organizations.

1. Aims of training

The aim of the training of professional and voluntary youth leaders as carried out by the international youth organizations is in some ways comparable to that of the national organizations and in some ways different.

Some of the points of similarity are expressed in organizational terms: to help more young people to receive better scouting through appropriately trained leaders; to preserve, reaffirm and pass on the fundamentals upon which scouting is founded; to prepare leaders for the movement.

Educational aims are cited. Sometimes an organization concentrates on the education of leaders, for example on preparing leaders to adhere to some higher spiritual principle. More often attention is given to developing their abilities to work with young people. Emphasis may be on the personal growth of youth: developing the moral, social, intellectual and physical aspects of character by means of an attractive progressive programme of activities or improving the

leisure-time activities of youth. Emphasis is often social: helping youth to give service to others, encouraging members to grow up as responsible citizens, training leaders to work with youth in advancing towards a democratic form of life, promoting understanding of social and economic affairs with particular reference to the role of women and girls in the community. In improving the skills of active leaders, some organizations count heavily on education through experience, education through doing; they speak of providing practical experience through participation in a voluntary service project and of giving specialized experience to leaders who will be taking responsibility for particular aspects of programme development: vocational training, library management, youth programmes.

The international youth organization also has different aims from the national organization in its training programme. The international youth organizations all see a role for themselves in the realm of education for international co-operation and understanding: developing and strengthening the unity of world brotherhood, helping volunteers to adapt more quickly to different cultures, promoting understanding of international affairs, promoting understanding between people of different nations and races, forming friendships with youth of other nations, giving experienced leaders an opportunity to orient others to an international and ecumenical experience. Presumably national organizations have some responsibility in this field also, so a deeper analysis would be needed to distinguish the particular characteristics and values of the work done by the international organizations.

Since world development is a basic concern of the international youth organizations, they see themselves as carrying particular responsibility for developing leadership for modern tasks in this field. Knowing that there is a trend for development to be undertaken on a comprehensive and regional basis, often under the control of a specially constituted area or regional agency such as a development co-operative international youth organizations have decided to work across national boundaries to prepare leaders to take part in such regional schemes. Some prepare volunteers for specialized emergency work after natural catastrophes and for long-term service in developed and developing countries.

In some cases, the role of the international youth organization is to make training available to all parts of the world. The international training event ensures a better exchange of ideas on training methods, especially for international activities such as youth hostels and work camps.

Some of the points of diversity are also expressed in terms of the people to be trained. The World Assembly of Youth maintains that the front-line worker should be trained locally in relation to the programme needed, but that an international organization should help to develop the faculties of leadership at the national, regional and continental level. Working with top-level leaders and even with middle-level leaders, the international organization can train the trainers and so ensure the "multiplication of leaders" and a solid basis for the continuation of the programme.

All nine international youth organizations train staff and volunteers responsible for the youth work of the national affiliates, and give some training to those responsible for the youth work of a local affiliate. Most organizations do not have separate international training programmes for professionals and for volunteers, although there are a few training events for specialized instructors, such as those who work with handicapped youth or those who direct or teach in vocational training institutes.

Most of the training organized at present seems to relate to adult leaders. Replies to the questionnaire indicate that only half of the organizations offer training for young people elected as officers of local, national and world youth movements. Is this an accurate indication of general practices as regards training programmes for youth? Was the questionnaire at fault in speaking only of officers; is the sample at fault in omitting so many student organizations; or is this a genuine weakness of present programmes which, for financial reasons, concentrate on training trainers? The Guides do regret that they rarely have any special training programme for group leaders "in their capacity as young people".

2. Types of training given

The initiative for training taken by the international youth organizations varies from organization to organization. Decisions as to training programmes are made in different ways. In some organizations, the world executive committee draws up a schedule of events and decides on priorities as regards the nature of the training, the type of participants, and the region where the training will take place. In other organizations, a world committee studies requests made by member countries, and after determining priorities, works out a series of events organized by a national association in co-operation with the world association. Some organizations have a world officer responsible for all or particular training events, others set up ad hoc committees. The frequency of training events depends on the organization and its finances. One organization has a long training institute for its top national leaders every ten years. Other organizations now try to proceed on the basis of one international training event and one or more continent-wide events each year.

International youth organizations have relatively little experience with permanent international training centres. The Service Civil International has centres in France and Japan for training volunteers for work in developing countries; the Ecumenical Youth Service has courses at the permanent Ecumenical Institute of its parent organization, the World Council of Churches. The World Association of Girl Guides and Girl Scouts has permanent centres in India, Mexico and Switzerland. Other organizations have decided that training centres on a regional basis are more effective. The World Student Christian Federation has an Asian regional centre in Japan and a Latin American centre in Peru. The World Assembly of Youth hopes to have a centre in the Ivory Coast for the French-speaking areas of West Africa and a rural youth training centre for South East Asia in Bangalore. It sends out an itinerant training team from a centre in East Africa, much as the World YMCA organizes decentralized training courses for Latin America from its Organismo Tecnico in Uruguay. The Mindola Ecumenical Centre in Zambia is the site of training courses for the Ecumenical Youth Service of the World Council of Churches.

Several organizations, such as the International Falcon Movement and the Boy Scouts World Bureau, use the training centres of their national member organizations. For the Boy Scouts, this means a dozen centres in Australia, Guatemala, India, Mexico, Norway, Sweden, the Republic of Korea, Thailand, the United Kingdom, the United States of America, and Venezuela.

Short-term training courses, conferences and seminars are the training events most frequently organized by the international bodies. For example, the World Assembly of Youth held five advanced leadership training courses in 1968 in Indonesia, the Republic of Korea, Malaysia, Philippines and Togo. The Falcons sponsor six to eight international courses each year. The Service Civil International has annual international courses for leadership, emergency work and long-term service and an annual training seminar for its executive officers and active members in Asia.

The training camp is considered a suitable technique by those organizations with large programmes of work camps or holiday camps. The Falcons run a big training camp for 2 000 youth leaders every third year. The Service Civil International organizes work-study training camps on questions such as East-West relations.

What might be termed an exploratory course or an experimental course is sometimes devised by the international youth organizations in an attempt to find new techniques for work in a new geographical area. Some Falcon leaders are now being "trained" through participation in working parties on subjects such as "school and democracy" and "teen-age activities".

The UNESCO programme of youth travel grants has done much to encourage the international youth organizations to sponsor individual or group study-tours. The International Youth Hostel Federation finds this the most effective means of training officials of its associations in developing countries. The Guides have used the grants for general study of guiding programmes but also for study of special aspects of youth work such as literacy teaching. For the Boy Scouts the study tour is a means of exchanging trainers. In the YWCA, study and observation tours are organized by the national associations rather than by the world organization.

The itinerant trainer is an integral part of the staff of some international youth organizations and unknown in other organizations. Sometimes a regular staff member of the international youth organization takes responsibility for a particular course even though training is not his or her full-time concern. Sometimes the trainer or travelling officer is an integral part of the world staff or of the international staff for technical co-operation. The World Association of Girl Guides and Girl Scouts is perhaps the prime advocate of the itinerant trainer. Trainers are sent abroad by the World Association at the request of a national organization or group of national organizations to one particular country or region to organize general training for periods ranging from a few weeks to several years. Sometimes, a trainer goes on a special assignment for example to advise on the inclusion or strengthening of the literacy component of their training programmes.

There are training aspects to the work of many of the organizers who go to help set up new national branches or to promote the development of youth institutions or particular methods of work with youth. In addition, it may be necessary to send technical advisers for a particular task, for example for training youth hostel personnel, for co-ordinating the training of staff and volunteer leaders, for developing leadership for student and youth clubs, for adapting methods of youth education.

Very few international youth organizations offer in-service training, although they often arrange for such opportunities in their national associations. However, the World Assembly of Youth invites youth leaders from a national association to work in its headquarters in order to learn about the inner workings of an international youth organization. Every other year the World YWCA invites a group of younger leaders to its headquarters for a study-work project related to social, international or ecumenical questions. These trainees usually help to prepare meetings and publications as part of their learning process.

With the world-wide growth of long-term international voluntary service, it is interesting to note the role that volunteers take alongside the professionals in building up training for youth work, usually in the developing countries. At present twenty-five volunteers from abroad are working on training programmes for the Boy Scouts. These volunteers are sent for one or two years to help in the training of leaders and to train boys for organizational work and the preparation of publications. More than one hundred volunteers are working on a short-term basis to give assistance at international training courses and seminars. The Girl Guides indicate that it is usually volunteers who carry out short-term training assignments abroad for the World Association. For the World YWCA, volunteers from abroad have contributed considerably in building up training for youth work. Within the Service Civil International, Asian and African volunteers in Europe prepare Europeans going to do long-term service in Asia and Africa; similarly, European long-term volunteers help to prepare Asian volunteers for service in Europe. Few organizations have taken advantage of the possibilities for sending volunteers for service in field programmes assisted by the United Nations with a view to building up the infrastructure of youth work. However, the Girl Guides have seconded a volunteer to work with the regional staff of the Food and Agriculture Organization in West Africa.

As for the organizational arrangements for scholarships or training grants, usually the international youth organizations cover the costs of the international training meetings which they organize. The practices concerning travel differ. Sometimes the sponsoring organization offers a full scholarship for the training event or for the study tour. Sometimes partial travel grants are made to national branches which apply for aid in the organization of study tours or to individual members planning to attend training meetings. In some cases, the role of the international organization is to encourage national associations to cover the costs of foreign leaders who want to observe youth work or participate in training programmes in their country. The World YWCA is developing a small scholarship fund for emergency assistance with travel or additional tuition fees or out-of-pocket expenses in individual cases.

Some international youth organizations also have access to outside sources of funds for training grants. Private individuals have made training grants available to the Boy Scouts World Bureau and the World YWCA. Several organizations have received training funds from foundations interested in youth. In a few cases, universities have granted scholarships to youth workers named by the international organizations, and occasionally other voluntary organizations may be particularly interested in financing the training of young women who will promote girls'education or a service organization may offer a scholarship for training for work with handicapped youth.

All the youth organizations have received travel grants from UNESCO, and several welcomed the training opportunities made possible by the series of interregional seminars sponsored by the United Nations in co-operation with the Government of Denmark on various aspects of national youth policy.

Most frequently, travel grants and scholarships are given by the international youth organizations for study and observation tours of youth work, for short-term training meetings sponsored by the organization itself, or for in-service training with a national association. However, those organizations with a large body of professional leaders tend to think more frequently of longer term training such as academic study at the university, study at training colleges for youth leaders or the study of group work at schools of social work.

3. Priorities and problems in international training

Different international youth organizations have quite differing views about the most essential tasks for their training programmes in the coming years. The World Assembly of Youth wants to develop a strategy for the training of youth leaders, both in general and for special groups, both in international and bilateral schemes, both in its own training and in co-operation and co-ordination with others. The Ecumenical Youth Service of the World Council of Churches believes that with the rapidity of change throughout the world, it is better not to draw up too many priorities but to remain flexible in order to be able to respond quickly to a given situation.

Many of the organizations have what one of them calls a "development optic". Their new movements in developing countries are requesting guidance and support for the training of youth leaders. They want to help leaders to become more aware of the role of youth movements in the development of their countries. They want to initiate training in community development, training which would help members penetrate more deeply into the life and progress of society. They want to improve the preparation of long-term volunteers for development. They want to offer opportunities for youth from developing areas to give voluntary service in other developing areas.

Some organizations would give priority to training for work with particular groups of young people, for example, rural youth and the very rich or the very poor urban youth. The World YWCA, which has adults as well as youth in its membership, recognizes that more attention must be given to reaching and training youth who can take responsibility immediately for training and leadership within their countries. Such training must be thought out and carried out with youth and not for youth.

For some organizations, it is essential to give a new form to their training efforts: to develop new training centres, to develop world training teams, to internationalize existing courses, to adapt training and programmes to national and regional needs, to develop new handbooks and training materials.

For many, the basic problem is still how to find more people who can serve as trainers, how to bring in leaders from different social backgrounds, how to intensify training for a wider group of youth leaders.

An analysis of the main problems faced by the organizers of training and leadership development programmes of the international organizations shows the lack of financial resources for travel and the administration of international programmes to be at the head of the list.

A scarcity of competent trainers and youth experts makes difficulties for some, but the World Association of Girl Guides and Girl Scouts thinks that the real problem is that it is difficult to obtain the release of competent trainers from the national organizations and to recruit volunteers who are often fully occupied with their own professions.

Many organizations face a problem in selecting participants of more or less comparable levels of education and attainment. Part of the problem arises from the different stages of development of the member associations and the resulting difference in the scope and nature of the leadership exercised. Part of the problem may arise, as the Guides pointed out, because of a general lack of educational opportunities for women and girls and the difficulty of struggling against the traditional role assigned to women. One organization at least has difficulty in bringing together a suitable number of participants at the same place because of the bureaucratic red-tape which makes travel difficult in some areas.

A few organizations are bothered by a lack of up-to-date training materials, but most either use the materials produced by national associations or depend on experience.

Language problems cause great difficulties, except for the World Assembly of Youth which has its own translation equipment and the Service Civil International which has always had a primarily international programme.

Several organizations pointed out the difficulties caused by different cultural concepts of leadership, of ways of organizing courses, of the meaning of participation.

Most of the international youth organizations have continuing relationships with other organizations and institutions as they develop their training progammes.

Co-operation with universities may take different forms. Many youth and student organizations exist in the university setting and can draw easily upon the intellectual and material resources of the university, and their international

organizations may then choose to have their meetings in a university setting. Some university extension services furnish equipment, lecturers and educational planners to supplement the resources of the youth organizations. In other situations, it is the university which offers the training facilities for the youth organization, sometimes for individuals in regular university courses, sometimes for groups from overseas.

Several of the international youth organizations carry out general training courses jointly with other youth organizations or send their youth leaders to the courses of other organizations of the same religious or political convictions or to the training meetings of the co-ordinating organizations. Some co-operate with other youth organizations for training in a particular field, e.g. international voluntary service.

Co-operation with adult organizations is also in order. For their training the Falcons call upon the resources of all other forces of the labour movement; the social democratic parties, the trade unions, the co-operatives, the workers' educational associations and the workers' universities. Leaders in the Christian youth movements benefit from courses offered by church organizations or from the material, intellectual and spiritual resources of the Church.

4. Assistance to national affiliates for national leaders

All of the international youth organizations state that their national affiliates organize training courses or seminars. A few of these are courses for training trainers for work with different age groups. Many are courses for full-time professional leaders, courses for staff and volunteers, or courses for volunteers. Some are for particular groups of youth workers such as the youth hostel wardens the instructors, camp leaders or scoutmasters; others are on specific issues such as race relations or conservation or physical fitness. Some deal with educational methods and techniques for artistic or musical activities, appreciation of other cultures, literacy, games and sports, handicrafts, first-aid, or rural action. Training courses may last from one week to six months; training programmes may be spread out over a two or three year period with one or two sessions a week or a two-week course two or three times a year. Quite a few national affiliates have their own training centres or camps for regular courses.

Several of the international youth organizations offer subsidies or grants for national courses, but the questionnaire did not ask for the criteria for awarding such grants. Some organizations make grants for weak associations or for courses receiving trainees from abroad, some arrange for grants to be given from other national associations or outside sources.

All the international youth organizations have at one time or another provided experts or lecturers for national training events or have arranged for such experts or trainers to come from other national associations.

The questionnaire was not framed in such a way as to elicit information about the type of training material and equipment sent by all the international youth organizations to their national affiliates. Nevertheless, mention is made of the publications of the world organizations.

Governmental aid for training organized by the national affiliates ranges from full subsidies to nothing at all. When governmental aid is available, the national affiliate makes its own decision as to whether or not to apply for it. General subsidies or training subsidies may be used for the costs of running the courses, for carrying out a work project within a training scheme, for obtaining equipment and material, for paying the salary of trainers and lecturers, or for travel grants for participants. Some governments furnish land or buildings for meetings, provides transport, release teachers or make available experts with specific skills in fields such as the arts, drama, discussion groups, group dynamics and sports.

In some countries the government organizes courses to which the youth organizations can send their leaders. Some national affiliates assist the government in organizing training for youth groups.

5. Content of training

As for the content of the training programmes set up by the international youth organizations, there is bound to be a difference in the content of the courses designed for the trainers of trainers and those designed for persons working directly with young people.

Most organizations make some attempt to deepen the trainees' understanding of the objectives and methods of the organization. An evaluation of the scouts' approach, for example, may be made.

A youth-centred core of subjects is usually present. This may include an analysis of what is happening to young people throughout the world, further insight into the psychology of adolescents and young adults, and study of the aims and objectives of work with youth.

In most general courses, attention must be given to the administration and financing of youth work: structure and operation of the organization, the management of personnel, fund-raising, record-keeping and statistics, public relations, co-operation with other organizations and relations with the State. The importance of volunteer leadership and its problems may be discussed. the question of professional ethics is important.

Much effort goes into programme planning and evaluation of youth work. Sometimes attention is focussed on particular types of programmes: open air activity, collective activity, community service. Sometimes it is focussed on values in education or on educational methods and skills including public speaking and the use of mass media or other means of communicating ideas. In addition to the theory and practice of group work and good human relations, consideration is given to the promotion of training, often through active methods involving problem-solving approaches, or particular techniques of leadership.

The social and international responsibilities of youth are taking an even larger place in training programmes. Youth work in today's world cannot take place in a vacuum apart from society. Leaders learn how to help youth discover the economic social and political realities of their world, including racial problems and how to overcome them. A growing number of international youth organizations are examining the problems and techniques of community organization and development and are analysing the role of youth organizations in the whole process of national development. They are learning more about national problems, power and policies and about cultural differences. Youth participation in the policy-making of world organizations is also coming in for increased scrutiny. An experimental training programme of the World Student Christian Federation in Latin America starts with an analysis of society's proper goals, selects issues for concentrated attention, makes experiments in local situations, convenes leaders for reflection on what is happening, and continues with a cycle of analysis, strategy formulation, action, reflection and a new analysis.

There are certain problems in organizing training programmes for voluntary youth workers. The most frequent problem is that of financing international courses, including translation and travel to such courses for a widely international group. As one organization put it, in certain countries out-of-school education is financed by the State, and youth organizers can perform work rather than just look for money, but this is not the case on the international level.

The next problem is that of selection. Some organizations face a bottleneck in communicating information about courses to the concerned volunteer, and sometimes there is a certain apathy on the part of potential candidates. Because of the great mobility of youth leaders, there are difficulties in recruiting people able to continue to take responsibility in one place for a reasonable length of time and to provide for the carrying over of leadership when they leave. There are difficulties in finding young voluntary leaders ready for the international scene.

The organization of a course for volunteers may differ from that for professionals. Courses must be short because volunteers cannot usually spare much time away from their profession. Then, too, it may be difficult to find a time suitable for both students and working people. Some organizations experience a lack of trainers trained to work with volunteers.

The content of the course may be different for volunteers. Youth work now relies heavily on voluntary workers, but courses should perhaps be geared to encourage some of the young generation to take up youth work on a full-time basis. There is a need to train youth workers to change the classification of youth from a special category to an integral part of society.

6. Status and working conditions of professional youth leaders

What is the status of youth workers in your organization? The meaning of this question has been interpreted in several ways. The first meaning was to describe the relationship of the volunteer worker in contrast to or in relation to the professional. The International Youth Hostel Federation said that the nearest thing to a "professional youth-leader" in its organization was the youth hostel warden. The Boy Scouts World Bureau explained, "The professional leader works closely with and alongside the volunteer worker. He gives support to the volunteer's actions and is able to devote his time, talent and energies to providing the framework within which the volunteer works. He is also responsible for developing relationships inside and outside the movement in support of the volunteer."

The World YWCA pointed out the relation of the youth worker to the total staff of the organization "Within the normal staff or personnel policy, professional youth workers have recognized status as programme personnel and are remunerated according to educational qualifications, teaching or field work experience and local, regional or national responsibilities".

Some organizations referred to the educational standing of their youth workers, but there was little reference to the number with university degrees or special training. Only passing reference was made to the financial status of the youth worker in comparison with the teacher, the social worker or people in other professions with a similar period of preparation and responsibilities. However, the International Falcon Movement stated, "We insist that their professional training should be organized and tested by some State centre and that their payment should be figured out accordingly."

Only one organization, the International Falcon Movement, came right out to say, "We find that the professional youth worker is not given nowadays the recognition which he deserves". Presumably this means professional, financial and social recognition.

Nevertheless, most of the organizations have taken steady action to improve the status and working conditions of professional youth workers. Much of the action has been related to the improvement of personnel policies, including conditions of work, training and employment possibilities. The Boy Scouts World Bureau listed action to obtain appropriate salary structures, medical and accident insurance, pension schemes comparable to other organizations, transport and lodging allowances, and in some cases accommodation and assistance for the schooling of children.

Action has involved the improvement of possibilities for staff promotion and mobility.

A third line of attack has been to make sure that the educational qualifications were high enough and widely recognized as valuable. The International Falcon Movement writes, "some of our national affiliates have done a lot to establish in their countries the first official courses, theoretical

and practical, which qualified somebody as a youth worker. This action has been so successful that in at least one country our programmes have been accepted by the official institutions, and the diploma for youth work now has a legal value". Some national affiliates of the World YWCA have also worked with governmental agencies to obtain the proper training facilities which would result in an improved status for the youth worker.

A further line of action has been to gain official recognition of the youth movement by the government. This is important in countries where such recognition is a sign of the organization's having met certain standards and in countries where governments are slow to promote the growth of non-governmental organizations.

The international youth organizations are in agreement that measures are needed to increase public recognition of the value of the voluntary youth workers; but they differ as to the means of achieving these ends. The World Association of Girl Guides and Girl Scouts feels that much depends on the public relations work of the organization itself. The Boy Scouts also call for increased publicity specifically showing the relaticnship of the job being done to the receiver, but in addition they see the value of public statements by governments and other departments and organizations paying tribute to the work of the voluntary youth worker. The World YWCA would like support by governments and inter-governmental organizations, including the United Nations and its agencies, of the principles and practice of having voluntary youth workers along with professional youth workers. The World YWCA wants wider recognition of the fact that "leaders recruited from and close to the youth with whom they work have a value in their unique contribution which promotes a freedom and flexibility to be cherished in youth work, quite apart from the professional skills and experience of the professional worker employed by the government or voluntary youth organization".

As yet, the international youth organizations do not show great enthusiasm for a world charter setting forth the rights and responsibilities of professional and voluntary youth leaders. Nevertheless, the Boy Scouts pointed out that the effectiveness of the Scout Executives Code in one of their national affiliates demonstrates the value of a written charter. The World Association of Girl Guides and Girl Scouts felt that an instrument of the International Labour Organisation on the status of youth leaders should be drawn up, and the World YWCA felt that for national affiliates the main value of a charter would lie in their being asked to examine the rights and responsibilities of professional and voluntary youth leaders preparatory to drawing up a world charter.

7. The United Nations and the training of professional and voluntary youth leaders

The World Council of Churches Ecumenical Youth Service felt that in addition to the solicitation of ideas about United Nations action through the questionnaire there should be a consultation of a small and unofficial nature to see what might be done by the United Nations to promote the training of professional and voluntary youth leaders.

Many of the suggestions did not call for innovations but reaffirmed the importance of the type of action already undertaken by UNESCO or being planned by the United Nations.

The international youth organizations insisted that training beyond national borders is particularly necessary now that the concerns of so many youth around the world are similar and the issues affecting youth in one area so quickly arouse interest and influence the actions of youth in many other areas. Those trends affect the work of the professional and voluntary youth leaders. But in view of the fact that many youth leaders are so young that they cannot have accumulated financial reserves for overseas travel, there is a need for the United Nations and agencies to increase the number of travel grants and scholarships for short-term and professional training abroad. Although UNESCO has long since discontinued its programme of sending lecturers for international youth meetings, there is still a deeply felt need for experts, lecturers and highly competent trainers for programmes in which the leaders of non-governmental organizations are involved. Part of the need might be met if the United Nations would prepare a list of specialists who might contribute to world-wide or regional training meetings dealing with youth education, organizational management, adolescent and youth psychology, the sociology of youth, community development and human relations.

Some international youth organizations think it would be helpful if the United Nations and agencies could produce or supply training materials. No suggestions are given as to whether these should be on general problems of training or geared to education about the United Nations.

The practice of UNESCO in encouraging experimental training programmes and seminars through the Associated Youth Enterprises has been greatly appreciated, but it is felt that such assistance should be expanded and should be available from other agencies of the United Nations.

Some organizations applauded the initiative of the United Nations and agencies in organizing high-calibre seminars on a world or regional level. Seminars such as those organized by UNESCO in the 1950's would enable national officers and trainers to have a multiplier effect in the improvement of training in their own settings. More interregional seminars such as those being sponsored by the United Nations on national youth policies would enable more youth leaders to think deeply about the "common denominators" possessed by the various youth organizations. The action of the United Nations might then promote organizational flexibility.

There were two proposals which have not been put into practice by the United Nations and agencies. Some international youth organizations see a role for the United Nations in drawing up guidelines for training. The Guides would like the United Nations to do research on basic ideas for training youth leaders especially for young women and girls in developing countries. The World Council of Churches believes that it would be possible for the United Nations to organize programmes to create models for the training of youth workers which might stimulate other groups. Such programmes could be undertaken by a series of different groups working with the United Nations system.

The Falcons would like to see a number of foundations under the control of the United Nations which would collect public funds and finance international youth activities. The work of the European Youth Foundation illustrates the possibilities of such action. Once finances are secured, it would be possible to discern more clearly the "real difficulties" in organizing training for youth workers.

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